DOCUMENT RESUME

ED 149 419 EA 010 220

TITLE	The School Superintendency in Alberta--1976. A Report of an Inquiry.
INSTITUTION	Alberta Dept. of Education, Edmonton. Planning and Research Branch.
PUB DATE	Jul 76
NOTE	190p.; Not available in paper copy due to color of paper of original document ; Report was prepared by L. W. Downey Research Associates, Ltd., Edmonton, Alberta
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	Administrative Personnel; Administrator Attitudes; Elementary Secondary Education; Literature Reviews; *School Superintendents; *State Surveys; *Superintendent Role; *Tables (Data)
IDENTIFIERS	*Alberta

ABSTRACT

Under the School Act of 1970, Alberta school superintendents ceased being agents of the provincial government and became employees of local governmental units. This study takes stock of the superintendent's role and position as it evolved during the 1971-75 period and identifies ways to clarify and strengthen the position. In particular, the study sought to describe the real and ideal roles and positions of the Alberta superintendent as perceived by various reference groups (including superintendents), to assess discrepancies between the real and ideal roles and positions, and to draw implications from these discrepancies for future policy and action. Data were gathered through 1) a search of the literature, 2) a survey questionnaire sent to all Alberta superintendents and many other school officials, 3) analyses of various government documents, 4) site visits in seven selected school jurisdictions, 5) an analysis of the Local Education Authority in England to provide an analytical background, and 6) interviews with selected superintendents, ex-superintendents, Department of Education officials, and regional office staff members. Major sections of the report describe the conceptualization and instrumentation of the study, interpret its major findings, summarize the study team's conclusions, and present the study team's judgments and recommendations. The appendix summarizes the data gathered during the study's different stages. (JG)

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THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

A REPORT OF AN INQUIRY

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Submitted to:

The Department of Education
The Government of Alberta

Prepared by:

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Edmonton, Alberta

THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

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THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

A REPORT OF AN INQUIRY

FOREWORD

In accordance with our agreement, we submit this report on the Alberta School Superintendency to the Honourable Julian Koziak, Minister of Education, the Government of Alberta.

We should like to note, however, that throughout the inquiry we were encouraged and assisted by the Conference of Alberta School Superintendents, by the Alberta School Trustees' Association, by the Alberta Teachers' Association, and by a Steering Committee appointed by the Department of Education. We assume that we are presenting our report to these groups too.

We found the role and position of the Alberta superintendent to be in a state of emergence -- characterized by ambiguities and conflicting role expectations. We found also, however, that the superintendents are eager to take whatever steps may be required to clarify these ambiguities and establish their positions and roles.

If our report sparks the dialogue required for such clarification, it will have served its purpose.

L.W. DOWNEY RESEARCH ASSOCIATES LTD.
Edmonton, Alberta
July, 1976

THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

A REPORT OF AN INQUIRY

ACKNOWLEDGEMENTS

This study was planned and conducted as a series of interrelated and sequential sub-projects: literature searches, document analyses, questionnaire surveys, site visits, special interviews, brain-storming sessions, and culminating interviews.

Many, many individuals contributed to these activities. Though there was a directorate, a team of research coordinators, a number of research associates and assistants, several special consultants and reactors, it is impossible to give specific credit to specific persons for specific activities -- for they over-lapped throughout. The persons involved were as follows:

Dr. E.J. Ingram
Dr. R.G. MacIntosh
Mr. E. Murray
Dr. E. Seger
Mr. D. Taylor

Dr. T.C. Byrne
Dr. W.J. Hartrick
Dr. J.G. Kelsey

Mr. R. Alton
Ms. G. Chalmers
Mr. H. Comeau
Ms. J. Cooper
Mr. D. Corse
Mr. J. Reid
Mr. D. Weir

Ms. B. Downey

The study was guided by a Steering Committee representative of the various interest groups. Members were:

Mr. H. MacNeil, Chairman

Dr. V. Duke
Dr. W. Eddy
Mr. H. Jepson
Mr. S. Maertz
Dr. B. Stringham

Over-all management of the project was handled by Barbra Downey who, with inputs from the various teams, put together the final report.

To all of the above -- along with the superintendents, the persons who responded to our questionnaires or interviews, and to others who aided in the project -- I express appreciation.

L. W. Downey

THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

A REPORT OF AN INQUIRY

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THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

A REPORT OF AN INQUIRY

I.

INTRODUCTION

Prior to 1971, the Alberta Department of Education maintained a staff of superintendents of schools, who were deployed throughout the province (in all but the larger urban systems) to serve, not only as the agents of the provincial government, but also as the educational advisors and administrative officers of local school authorities.

Though in the 1960's the government did attempt, through permissive legislation, to introduce a gradual change from provincially-appointed to locally-appointed superintendents, the option was not taken by many local authorities. The reason it was not taken was simple: the grant structure militated against it; local appointments meant increased financial burdens upon local taxpayers.

The new School Act of 1970 changed all that, however, when it mandated that every local authority, large or small, separate or public, county, division or district, employ its own superintendent.

Though this change was generally acceptable in most quarters, a number of problems followed -- some of them attributable to the social context of the change and some to the pace of its implementation.

Alberta, like most western societies, was just then confronting the new movement in participatory democracy. It was entering a new era of militancy in the education profession, a new era of political activism, and a new era of general social unrest. No doubt, these changing social conditions had profound implications for the role and administrative strategies of the superintendent of schools.

Furthermore, as indicated, there were problems associated with the implementation of the change from provincial to local appointment. Some experienced superintendents were wary of the change and decided to quit the superintendency; as a result, the pool of trained and experienced talent became depleted. [Job opportunities in the newly-created Regional Offices of Education abetted this trend.] Some local authorities, inexperienced in recruitment and selection procedures but, nevertheless, eager to move quickly, made appointments they later regretted; painful separations became necessary. Many local authorities and many applicants for positions were inexperienced in developing proper contractual arrangements; as a result, problems of role, of position, of legal status, of tenure, of job security, and of benefits-of-position developed throughout the province.

By 1975, a real sense of anxiety had developed in the superintendency. Coping with new and conflicting expectations in the changing social milieu had proven difficult. Some situations had turned "sour".

The Conference of Alberta School Superintendents (C.A.S.S.), concerned over the problems that had developed in the role and position of the superintendent, requested the Department of Education to undertake a study of the superintendency and to seek the cooperation of the Alberta School Trustees' Association in the undertaking.

The study reported here emerged from that request.

OBJECTS OF THE STUDY

In general, the purpose of the study was to take stock of the role and position of the school superintendent as it evolved during the 1971-1975 period of change -- and to identify ways and means of clarifying and strengthening the position.

More specifically, the objectives were:

i. to describe the *real* role(s) and position(s) of the Alberta superintendent -- in terms of the perceptions of various reference groups (including the superintendents themselves);

ii. to identify the *ideal* role(s) and position(s) -- again in terms of various reference groups' perceptions;

iii. to assess the *discrepancies* between the real and the ideal -- as so identified; and

iv. to draw *implications* from these discrepancies for future policy and action.

From these objectives stemmed seven more specific questions to be addressed in the inquiry:

1. What are the present roles and positions of superintendents and/or subgroups of superintendents as perceived by: (1) the superintendents themselves, (2) other educational administrators, (3) teachers, (4) school business officials, (5) other local public service administrators, (6) school trustees, (7) Department of Education staff, and if appropriate (8) citizen groups?

2. How do these roles and positions compare with those of school superintendents in other provinces and jurisdictions?

3. What would be viewed as the ideal role(s) and position(s) of the superintendent -- in the opinion of the various reference groups noted in #1 above and in light of comparative information suggested in #2 above.

4. What kinds of relationships exist between today's superintendents and their boards of trustees? Between superintendents and school business officials? Between superintendents and other school personnel? Between superintendents and the Department of Education?

5. What is the legal position of the superintendent? How does the School Act and other legislation affect the role?

6. How has the 1971 change-over affected the position of the superintendent in such matters as tenure, retirement plans, career planning, in-service education, and so on?

7. How and from where is the typical superintendent recruited? What kind of pre-service training and/or experience has he had?

METHODS OF THE STUDY

The study proceeded through a series of phases -- each of which was calculated to give direction to the activities to follow and increase the breadth and depth of the inquiry.

Phase One: Conceptualization and Instrumentation. This phase included:

i. a search of the literature;
ii. an analysis of Alberta government documents -- statutes, regulations, policies;
iii. an analysis of local documents -- policies and contracts;
iv. an analysis of equivalent documents from other provinces;
v. preliminary interviews and meetings with superintendents, secretary-treasurers and trustees;
vi. the development of a conceptual framework; and
vii. the creation and testing of data-gathering instruments -- questionnaire and interview guides.

Phase Two: Data Gathering. This phase included the following activities:

i. a questionnaire survey of all superintendents, all secretary-treasurers, all board members, some central office staff, and a sample of principals and teachers;
ii. a series of site visits (intensive observations and interviews) in a sample of seven selected school jurisdictions;
iii. a series of special interviews with selected superintendents, persons who had left the superintendency since 1971, Department of Education officials, and regional office staff; and

iv. a special analysis of the Local Education Authority in England to provide a background against which to examine the Alberta county.

Phase Three: Synthesis and Solution Generation. This phase included:

i. a brain-storming, solution-generating session with members of C.A.S.S.;
ii. a series of seminars with teams of experts; and
iii. report writing.

OVERVIEW OF THE REPORT

We have attempted to organize our report in such a way as to accommodate the interests of two types of readers: first, persons who wish to take hold of our judgments and conclusions quickly and easily; and second, persons who wish to delve more deeply into the methodologies and findings of the various research activities.

To do this, we have prepared a summary report (of which this section is a part) which summarizes the study, briefly, and presents our findings, conclusions and recommendations. As well, to serve the interest of the latter type of reader, we have attached to this summary report a series of appendices, reporting various research endeavors in greater detail. These appendices are referred to, as drawn upon, throughout this summary report.

In the next section of this summary report, we present briefly our conceptual system and instrumentation. In section III we summarize and interpret the major findings. Section IV presents our over-all judgments and conclusions. Section V is our recommendations.

II.

CONCEPTUALIZATION AND INSTRUMENTATION

It will be recalled that the preliminary activities in this inquiry included: a review of relevant literature (see Appendix A); an analysis of Alberta government policies and documents, along with an analysis of documents from other provinces (Appendix B); and a series of local document analyses and preliminary interviews and meetings with superintendents, secretary-treasurers, and board members.

The major purpose of these activities was to provide clues and insights for the development of a conceptual system which, in turn, would guide the development of instruments for data-gathering.

We conceived of the superintendency in 1976 (or at any point in time) as a system -- a system involving these sets of interacting variables: positional variables, situational variables, and time variables.

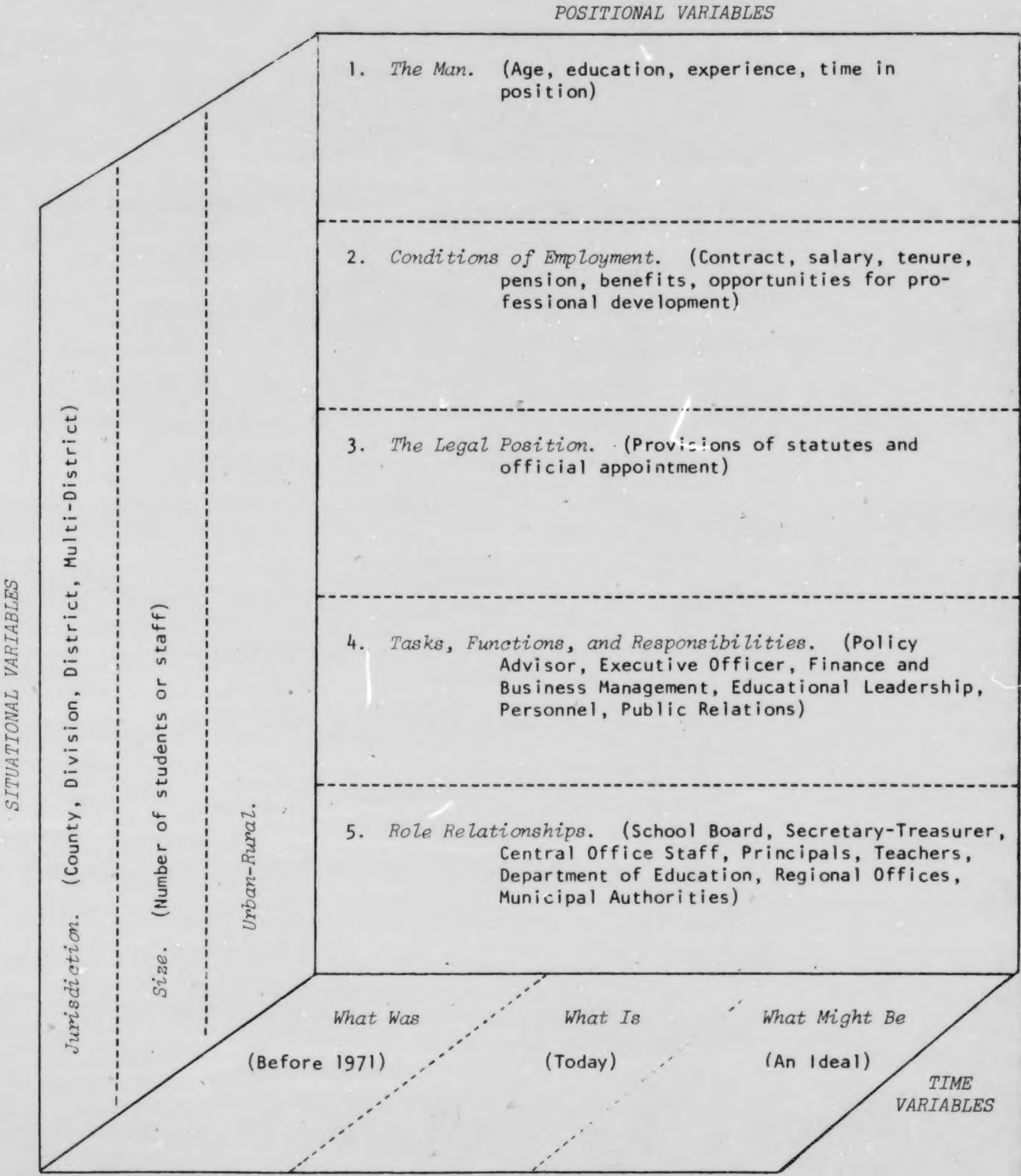
Positional variables include the man, his conditions of employment, his legal position, his tasks, functions and responsibilities, and his role relationships.

Situational variables include the type of his jurisdiction, the size of his system, and its urban or rural nature.

Time variables include the past (what was), the present (what is), and the future (what might be).

These variables are illustrated in the model on the next page.

THE SUPERINTENDENCY: A CONCEPTUAL FRAMEWORK


POSITIONAL VARIABLES
SITUATIONAL VARIABLES
Jurisdiction. (County, Division, District, Multi-District)
Size. (Number of students or staff)
Urban-Rural.
What Was
(Before 1971)
What Is
(Today)
What Might Be
(An Ideal)
TIME VARIABLES

1. *The Man.* (Age, education, experience, time in position)

2. *Conditions of Employment.* (Contract, salary, tenure, pension, benefits, opportunities for professional development)

3. *The Legal Position.* (Provisions of statutes and official appointment)

4. *Tasks, Functions, and Responsibilities.* (Policy Advisor, Executive Officer, Finance and Business Management, Educational Leadership, Personnel, Public Relations)

5. *Role Relationships.* (School Board, Secretary-Treasurer, Central Office Staff, Principals, Teachers, Department of Education, Regional Offices, Municipal Authorities)

The usefulness of this conceptual system is that it points up interrelationships among variables which must be explored. For example, the legal position of the superintendent (a positional variable) may be quite different in a county from what it is in a division (a situational variable). And it may be different today from what it was in 1970 (a time variable).

This conceptual system was used to guide us in the development of the questionnaire used in the survey (see Appendix C) and in the development of interview and observation guides.

THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

III.

SUMMARY AND INTERPRETATION OF FINDINGS

The summary of findings and interpretations presented here is based upon the results of all data-gathering activities reported in the appendices.

1. THE MAN: PERSONAL CHARACTERISTICS OF THE ALBERTA SUPERINTENDENT

The Alberta school superintendency is exclusively a man's world; of the 93 incumbents of the position, not one is a woman.

Many superintendents (41%)* are under 40 years of age; few (12%) are over the age of 55. Clearly, most of them can look forward to long careers in the profession.

The majority (79%) have had six or more years of university education. Most (60%) completed their most recent graduate education in Alberta -- though many (35%) completed theirs in American universities. Their views as to the usefulness of their post-graduate work were mixed. Most (86%) of those who attended American universities rated the experience as either excellent or adequate. Fewer (50-80%) of those who attended Alberta universities regarded the experience as excellent or adequate (see Appendix C for specific responses).

Many superintendents (48%) have occupied their present position less than three years; only 9% have been in the same position more than 10 years.

---

*These percentages are based on responses from 86 superintendents to the questionnaire survey.

Indeed, the typical superintendent has held two, three or four positions over the past ten years. Career patterns, roads to the superintendency, have been varied. Some (21%) came to the position from other superintendencies; some (25%) from the principalship; few (8%) from assistant superintendencies; and many (over 45%) from a variety of other positions -- including the vice-principalship and classroom teaching.

Many of the men in the superintendency (52%) wish to upgrade their levels of professional development through formal course work at a university. Also, though most (75%) claim to be generally satisfied with the positions they hold today, some (25%) do hope, eventually, to move to larger systems, some (12%) hope to move to the Department of Education, and some (9%) hope to move to a university.

2. THE JOB: CONDITIONS OF EMPLOYMENT IN THE SUPERINTENDENCY

In Alberta, there are 16 urban district superintendencies, 29 school division superintendencies, 30 county superintendencies, and 22 small district and/or multi-district superintendencies. (This totals 97, though there are only 93 superintendents, because some serve more than one jurisdiction.)

Less than half (48%), largely from divisions and city districts, have been designated by their boards as chief executive officer. Some (38%) function as one of two executive officers. Some (12%), largely from counties, perceive themselves as subordinate to a chief executive.

Most superintendents (80%) operate in systems with fewer than 200 teachers. Few (10%) have more than 500 teachers.

The majority (80%) receive salaries in the 25 to 30 thousand dollar range. Few (12%) receive more, fewer (8%) receive less. Most respondents, except trustees and secretary-treasurers, believe that superintendents' salaries are about $5,000 too low.

In the early stages of local appointment, virtually all Alberta superintendents were recruited, screened and selected almost exclusively by boards -- with some input from secretary-treasurers. More recently, however, the A.S.T.A. and the Department of Education have provided leadership and guidelines in hiring procedures.

The majority (75%) were given what they regard as "continuing contracts" -- that is without specific term, but with procedures for separation by either party. A few, however, (10%) have "term contracts" ranging in length from one year to five. About half of all contracts specify how salaries are to be determined; the other half do not. Most (75%) specify holiday entitlement; the others do not. Also, though superintendents participate in the Teachers' Retirement Fund pension plan, about 20% of the contracts provide for supplementary pension benefits.

In summary, it might be observed that, although there are some commonalities in conditions of work and terms of employment, there are also wide differences.

3. THE LEGAL POSITION OF THE SUPERINTENDENT

Section 65(1) of the Alberta School Act specifies that "*A board . . . shall . . . appoint a Superintendent of Schools and in his contract of employment include a statement of his position as executive officer of the board . . .*".

The section goes on to point out that "*. . . each appointment is subject to such terms and conditions as the board prescribes, either generally or affecting a particular appointment*".

Section 65(5) proceeds to specify that "*A board may delegate any of its powers to the Superintendent of Schools . . .*".

Regulation 221/73 of the Alberta Department of Education covers the procedures for obtaining Ministerial approval for the appointment of a superintendent and outlines the qualifications required of a locally-appointed superintendent. These qualifications are:

i. *an Alberta Teaching Certificate;*

ii. *five years teaching experience in Alberta or a school system of equivalent standard;*

iii. *a B.Ed. degree or equivalent from the University of Alberta or from a university of equivalent standard; and*

iv. *one year of graduate study in a field acceptable to the Minister, either at the University of Alberta or at a university of equivalent standard.*

The intent of the government, as expressed in the original Statute and the Regulation, seems abundantly clear: to empower the local authority to recruit and select its own man -- within the guidelines of minimal qualifications and with Ministerial approval -- and thereafter to be free to specify the tasks, the roles, and the responsibilities of the man -- and to delegate to him *"any of its powers"*, as it sees fit. It would follow that a board might, at its discretion, choose to appoint its man either an executive officer or the chief executive officer.

However, the apparent clarity of this original intent appears to have been obscured somewhat by other government actions. Consider two examples:

1. Department of Education Regulation 12.J. assigns to the superintendent of schools the responsibility for assessing beginning teachers and recommending whether or not beginning teachers are to be granted certification.

Though this Regulation appears innocent enough (in light of the fact that the local education jurisdiction is, in fact, the creature of the provincial authority) it has a subtle and disquieting implication -- *though the central authority claims to have delegated powers and responsibilities to the local authority, it, nevertheless, chooses to maintain the right to prescribe some of the duties of officials employed by the local authority.*

2. Very recently, the Department of Education moved, through Regulation, to prohibit local authorities from appointing their superintendents to serve as

secretary-treasurers -- a technique, viewed by many, as a possible resolution of various superintendent/secretary-treasurer conflicts and a clear establishment of the superintendent as the chief executive officer. We cannot be sure whether this move should be viewed as a limitation upon local authority or a device to ensure sound fiscal control -- or both.

Add to these statutory and regulatory ambiguities the fact that many, many educators are unaware of some recent legislative changes (for example, the deletion of the specification of the powers and duties of the secretary-treasurer) and it becomes clear that the legal position of the locally-appointed superintendent is in a state of some confusion.

. . . .

What we have noted above, however, applies only to divisions and districts -- not counties. The Alberta county is, indeed, a special case.

Section 14(2) of the County Act of 1970 specifies that *"the reeve shall be the chief executive officer of the County and all rights, duties, privileges and powers of the reeve of the municipality and the chairman of the board of trustees of a school division shall be vested in him".*

Clearly, under this Act it is impossible for the superintendent of schools to be a chief executive officer. For, notwithstanding the existence of a school committee (Sec. 19.1.a.), it is clear that the council is the ultimate policy-making authority. And the reeve, though elected, is designated as the chief executive officer of the council.

It should also be noted here that according to Section 16(a) of the County Act *"The Council shall appoint a municipal secretary in whom all the rights, duties, privileges and powers of municipal secretary of the municipal districts, and the secretary of the school division are vested".*

Where does all this place the county superintendent -- from a legal point of view? He is an executive officer of the school committee, but certainly not the chief executive officer. For the school committee is simply a creature of council. And the reeve is the chief executive officer of council.

From our questionnaire survey results and our interview and site visit results, we learned that the county system is not, in the opinion of many observers, particularly conducive to the advancement of the cause of education. Indeed, several county councillors and reeves confided to us that they agree -- that education does not get adequate attention in the county form of governance.

In summary, we have concluded: (1) the County Act is not an exemplar of legislative clarity; (2) the county system provides a form of educational governance in which those who govern are not fully representative of the educational constituency which is served; and (3) the county system creates confusion over the role and position of the superintendent of schools.

4. THE PERCEIVED SKILLS OF THE REAL AND THE IDEAL SUPERINTENDENT

In our questionnaire, we listed for our respondents ten specific skill areas and asked them: First, to what extent are these skills displayed by superintendents? Second, to what extent should they be displayed? And third, which are the most important skills to be displayed by a superintendent?

The skill areas were:

i. Leadership (the ability to initiate change);
ii. Conflict Resolution (the ability to mediate and resolve);
iii. Peer Relationships (the ability to establish effective relationships with colleagues);
iv. Information Processing (the ability to create communication networks);
v. Problem Solving (the ability to isolate a problem, conceive of alternative solutions and to make good judgments);
vi. Resource Acquisition (the ability to obtain for education its fair share of society's resources);
vii. Resource Allocation (the ability to allocate resources efficiently -- for maximum benefits);

viii. Entrepreneurial Skill (the ability to take reasonable risks and implement innovations);

ix. Representation (the ability to articulate the case of the education profession to the community);

x. Political Skills (the ability to maintain the general support of the community and to deal with special interest groups).

Responses to these items gave us a very clear picture of the gaps that exist between the perceptions and expectations of the superintendent's various reference groups. The dominant themes running through these results were as follows:

1. Respondents (in all categories) perceive the superintendent as performing in all of the skill areas at a fairly "medium" level of attention and competence -- but would expect, would like to see him perform at a much higher level. (See graphs in Appendix C)

2. The discrepancies between the real (perceived) and the ideal (expected) were particularly great in the case of teacher responses to leadership skills, conflict resolution, peer relationships, information processing, and problem solving. We interpret these findings to mean that superintendents are not measuring-up as educational statesmen -- in the eyes of teachers.

3. However, the discrepancies between the real and the ideal were similarly great in the case of superintendents themselves. Apparently, they wish they could do more in the areas noted -- but simply find it impossible.

4. The one skill area which emerged as by far the most important, in the view of our respondents, was leadership -- defined as the ability to initiate change.

5. The skill area which emerged as the second most important was problem solving.

6. Teachers, in particular, viewed the superintendent's performance in information processing and relationships with the profession to be quite inadequate.

5. THE FUNCTIONS OF THE EXECUTIVE

Respondents to the questionnaire were asked to indicate which executive functions were presently performed by the superintendent and which functions they believed should be performed. The "executive function" categories included:

- i. Educational Leadership
- ii. Personnel Management
- iii. Pupil Personnel
- iv. Business and Finance
- v. Public Relations
- vi. Physical Facilities
- vii. Executive Officer Functions

The dominant themes to emerge from these responses were as follows:

1. A significant number (40%) of the respondents, especially trustees and teachers, claimed they *did not know* what functions were in fact performed by the superintendent.

2. Among those claiming to know what the superintendent did do, there was general agreement. The functions he was perceived to perform, in order of frequency of mention, were: Educational Leadership, Personnel Management, Executive Officer Functions, Public Relations, Pupil Personnel, Physical Facilities, and Business and Finance.

3. Most respondents believed that the superintendent carried out all of these functions -- except Business and Finance. The majority of board chairmen and secretary-treasurers, however, did not believe he carried out the Physical Facilities function.

4. Generally, those functions which received most mention on the *does* response received the least emphasis on the *should do* response. In all cases, however, it was believed that the superintendent should perform all functions -- though teachers, principals and superintendents were less convinced than were trustees and secretary-treasurers.

5. The fact that the Educational Leadership function received a lower score on the *should do* responses than any of the other functions, seems inconsistent with other data. However, this may be due to the various interpretations of the term "leadership". Several specific functions in this category referred to operations such as visiting classrooms, organizing in-service education, and evaluatory programs, which many respondents may not equate with leadership.

6. One of the most persistent trends in this area of analysis had to do with the way various groups of respondents differed in their views as to what the superintendent's priorities ought to be: consistently, the superintendent, secretary-treasurer and board members took one position -- in favor of the managerial functions; consistently, educators took another -- in favor of the educational leadership function.

6. RESPONSIBILITIES AND RELATIONSHIPS

Each respondent to the questionnaire was asked to indicate who *was* responsible for making decisions and who most influenced the decisions in five different categories of school system operations. They were also asked to indicate who they thought *should make* and *should influence* the decisions. The categories were: staff, school equipment and supplies, budget, school operations, and policy. The major findings were as follows:

1. There was general agreement that the superintendent had the most influence in practically all categories of the decision-making process. There was also fairly strong agreement that he should have this type of influence.

2. In school divisions, the school board was seen as having major decision-making responsibility in the categories of budget, staff, and policy. In budget decisions the secretary-treasurer was seen as having more responsibility than the superintendent; however, the superintendent was believed to have more

influence. It was also the opinion of the respondents that this should be so.

3. In county systems the superintendent was seen as having more responsibility and influence in all areas than any other group, except the school committee. In some cases principals were also seen as having considerable influence, but not as much as they seem to have in divisions.

4. There was very little discrepancy between how the respondents viewed *what is* and *what should be* in each of the decision-making categories. The major one was that principals were seen as having less influence in all categories than they should have.

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IV.

MAJOR THEMES: SUMMARY CONCLUSIONS

In the preceding section, we presented a summary of the findings which are reported in greater detail in the various appendices.

Our task here is to move from these specific findings to more general conclusions, to major themes, to generalizations about the status of the superintendency -- so that these themes and generalizations may, in turn, be used in the generation of recommendations.

Our reader is asked to recall, now, that this inquiry was to deal with both the real *and the* ideal. *It was to describe, not only our findings as to the* realities *of situations, but also the* perceptions *of people as to what these realities actually are. Furthermore, it was to be, not only* descriptive *but also* appraisive -- *appraisive of discrepancies between the real and the perceived and/or between the real and the ideal.*

The summary judgments and generalizations to be presented in this section are both descriptive and appraisive -- of the real, of the perceived, and of the ideal.

Ten dominant themes, major conclusions, or generalizations have emerged from this inquiry. We shall first list these themes and, then, comment briefly upon each.

1. Though it is generally assumed that recent changes in the Alberta superintendency are largely attributable to the change from provincial to local appointment, it must be remembered that that change occurred at a time of *general*

social change; those social changes have had and will continue to have profound impacts upon the superintendency.

2. The *change in the organizational setting* of the superintendent (i.e. from provincial department to local jurisdiction) set in motion another series of problems in the superintendency; though they are abating, somewhat, they will continue and take on new forms.

3. The ambiguities in the legislation and regulations related to the change-over, along with certain lingering traditions and perceptions of the past, have created continuing uncertainty as to *the legal status* of the superintendent.

4. The *new tasks and responsibilities* of the superintendent have proven difficult to cope with; different individuals have reacted differently.

5. Some lingering *role conflicts* have flared-up under the new arrangements.

6. The new arrangements have created a new burden of *conflicting expectations* for the superintendent.

7. The *county superintendent* is a special case; the roles, responsibilities and positions of superintendents in counties are particularly in need of clarification.

8. The *conditions of work and employment* (methods of selection, contractual arrangements, policy guides, evaluative criteria and procedures, and opportunities for professional development) of superintendents are mixed -- and in need of some standardization and improvement.

9. Conflicting *images of the educational leader* (educational statesman vs. business executive) have emerged -- with various reference groups adopting one or the other image and holding corresponding expectations.

10. With the termination of the staff of provincially-appointed superintendents came the end of a kind of "fraternity" of professional superintendents.

Some of its functions have been absorbed by the *Conference of Alberta Superintendents* -- but not all of them; more needs to be done to strengthen this professional association.

1. THE SHIFTING SOCIAL CONTEXT OF THE SUPERINTENDENCY

Though the origins of the study reported here are generally assumed to be the change-over from provincial to local appointment of the superintendent, it is important to realize that the change was introduced at a time of significant relevant social change -- participatory democracy, militancy in the professions, and general social unrest. These changes in the social context would have greatly influenced the superintendency even if there had not been a change in appointment procedure; indeed, they did influence the position in long-established, local-appointment situations.

2. CHANGES IN THE ORGANIZATIONAL SETTING OF THE SUPERINTENDENCY

When the change-over from provincially-appointed to locally-appointed superintendents occurred, a number of important, relevant circumstances prevailed: the pool of available, experienced talent had been depleted; many local boards were inexperienced in the processes of recruitment, screening and selection; prospective superintendents were similarly inexperienced in seeking employment outside the public service; and there was a good deal of uncertainty as to what the change-over might ultimately mean.

Nevertheless, the change was implemented and in some haste -- as each local authority saw fit. Some difficulties resulted: in selection, in contract development, in role, task and responsibility setting, in the shift from public service to employment by local authority, and so on.

More recently, as all parties have become more experienced and as the A.S.T.A. and Department of Education have begun to provide certain kinds of consultative services, difficulties regarding the *position* of the superintendent in the new setting appear to have abated considerably.

As we shall note shortly, however, there appears still to be considerable confusion and disagreement over *role*. A further period of role clarification is anticipated; indeed, we assume that the role of the Alberta superintendent of schools may now be entering a period of continuous role re-adjustment, re-negotiation and change.

3. AMBIGUITY IN THE LEGAL STATUS OF THE SUPERINTENDENT

There are, among superintendents and all of their reference groups, some serious uncertainties over the real or potential status, power, and legal position of the local school authority and of its executive officers. Some of these uncertainties are attributable to ambiguities in government statutes, regulations and actions -- for example, the School Act itself, Regulation 12.J., and the creation of Regional Offices. Some other uncertainties, however, are attributable to perceptual hangovers from the past: memories of the terms of the old School Act; memories of the roles and responsibilities of the old provincially-appointed superintendent; memories of the powers and responsibilities of the pre-1971 secretary-treasurer; and memories of the pre-1971 relationship of the local school authority to the provincial Department of Education.

It must be realized, of course, that it takes time for old traditions, old views, and old habits to be replaced by norms and views and habits appropriate to the new situation. But it also requires information, reorientation, and adaptation. It seems clear now that, at the time of the change, the intent was not completely clarified. Nor were appropriate actions taken to dispel the traditions of the past.

4. ALTERATIONS IN THE TASKS AND POSITION OF THE SUPERINTENDENT

Over the past five years the Alberta superintendent has changed from "the government's man" to "the board's man". That change has provided more jolts to the person of the superintendent than most people realize: he has moved from the relative security of the public service to the comparative insecurity of local employment. He has moved from the relatively non-political position of civil servant into the vagaries of local politics. He has moved from a dominant concern over the variables of his *position* to a concern over the variables of his *situation*. He has moved from role clarity to role misperception and role conflict. And he has been encouraged to move from a primary concern for educational tasks to a concern for executive tasks.

Furthermore, as noted, the social context of the superintendency has altered significantly.

Not surprisingly, these changes proved traumatic even to individuals experienced in the local appointment situation, moreso to persons whose only experience had been in the provincial superintendency, and yet moreso to those who were completely inexperienced in the position.

Some, of course, appeared to cope and establish themselves as successful and confident leaders in their superintendencies. But others were perceived to react in ways which were dysfunctional to the educational system. Some, for example, were perceived to allow their priorities to shift too far from educational leadership to management tasks and survival politics. Others appeared to move too vigorously in an attempt to take control, to "take over everything", as it were, and leave little responsibility to their colleagues. Others appeared to become crisis-oriented and action-oriented, to the neglect of their long-range planning functions. And still others became cautious and inactive -- merely responsive to their boards' directives.

5. THE EMERGENCE OF NEW ROLE CONFLICTS

Throughout this province, there have long existed a large number of situations where smoldering conflicts have characterized the relationship between superintendent and secretary-treasurer.

Secretary-treasurers have tended to remain on-the-job longer than superintendents; they have tended to become better known in the community and to know better the values and traditions of the community; they have tended to acquire better historical perspectives on the board's attitudes -- particularly toward finance; and they have tended to be more like-minded with their boards.

In short, they have tended (wittingly or otherwise) to establish real bases of power, made possible by a knowledge of and an affinity for their communities.

Many provincially-appointed superintendents resented the secretary-treasurer's power base, for it tended to erode their influence with the board and community. Many locally-appointed superintendents, of recent or earlier appointment, have deliberately set about to reduce the secretary-treasurer's power base, to make him a subordinate of the superintendent, and to cut-off his lines of communication with the board, the Department of Education, and others.

Since 1971, such conflicts have increased in number and intensity. In some instances, the situation has been resolved (at least on paper) through the appointment of the superintendent as the chief executive officer. In others, the secretary-treasurer has been designated as an assistant superintendent. In still others, the superintendent has been named secretary-treasurer and another person has been appointed to serve as business manager. (As noted earlier, this arrangement has recently been prohibited by Regulation of the Department of Education.)

In spite of such efforts at legal solutions, however, the conflicts continue to smolder -- at least in some jurisdictions.

6. THE BURDEN OF CONFLICTING EXPECTATIONS

Any leader must learn to cope with the problem of conflicting expectations. What his colleagues expect of him is never quite what his governing board expects. What his staff expects of him is seldom quite what the clients of his organization expect of him. And so on.

The Alberta school superintendent is no exception. Indeed, the evidence suggests that, since 1971, the differences among the expectations that various groups hold for the superintendent have sharpened and intensified considerably.

Board members are pleased "to have their own man"; they are pleased that he has become an executive and a manager; they expect him to become moreso. Teachers, however, are not pleased that the superintendent has become the board's executive; they want him to be their man, their leader; they expect him to behave and be visible as the community spokesman for the education profession. Principals, supervisors and secretary-treasurers hold similarly varying expectations for the superintendent.

In addition to these differences in expectation within the system, conflicting expectations have emerged regarding the superintendent's role vis-a-vis agencies outside the system -- the Department of Education, for example. The local authority, now having embraced the superintendent as "its man", expects him to maintain an arm's length relationship with the Department; the Department, however, expects the superintendent to maintain close relationship and to serve as the link between the provincial educational system and the local jurisdiction.

How can a superintendent possibly please everyone?

7. THE COUNTY SUPERINTENDENT: A SPECIAL CASE

We have not assumed that anything like a detailed study of the Alberta county system was to be (or should be) part of our inquiry -- except insofar as the county form of local government influences the role and position of the school superintendent.

It will be recalled, however, that our conclusions regarding the county were as follows: (1) the County Act is ambiguous; (2) the county system denies complete representation in educational policy-making; and (3) the county system creates confusion over the role and administrative functioning of the school superintendent.

8. CONDITIONS OF WORK AND EMPLOYMENT

Most superintendents are recruited, screened and selected by boards -- occasionally with some input from secretary-treasurers. Recently, the A.S.T.A. and the Department of Education have provided some consultative service in this task.

Some superintendents have written contracts; others do not. Some have "continuing" appointments; others have "term" contracts.

Some boards have written policies governing such matters as travel and expense allowances, attendance at conferences, and leaves of absence; others do not. Very few boards have policies covering opportunities for the professional development of the superintendent.

This mixed situation is explainable: some boards prefer to leave conditions of employment and certain fringe benefits completely discretionary -- so that they may deal, on an ad hoc basis, with specific requests as they arise. Though there may be some reasons for such an approach, it typically results in a kind of paternalistic relationship, and uncertainty as to what is appropriate and what is inappropriate.

9. IMAGES OF THE EDUCATIONAL LEADER: TWO ALTERNATIVES

If this inquiry has served one single purpose, that purpose has surely been to identify and account for one of the dominant dilemmas currently pervading the educational enterprise in Alberta: How might (should) the educational leader be viewed? As skillful executive or educational statesman? As efficient manager or learned man? As head of a bureaucracy or leader of a scholarly profession? As director of a business operation or symbol of the qualities and values of education?

Many practicing superintendents would, we suspect, reject the kind of dichotomy we are posing. They would claim that they always have been and always must attempt to be both executives and statesmen, both managers and educational leaders. The evidence is, however, that the expectations board members hold for the superintendent and those that professional educators hold for him are literally tearing him apart -- with one group attempting to pull him more toward the executive role and the other attempting to pull him more toward the educational leader role, and neither group satisfied that its expectations are being met. The evidence further indicates that, wittingly or unwittingly, under the pressure of his numerous tasks, the typical superintendent is moving away from the educational leader role toward the executive role.

The points we invite our reader to ponder are these: Is this shift in the superintendents' role desirable or undesirable? How far should the shift be permitted to go?

10. THE PROFESSIONAL ASSOCIATION OF SUPERINTENDENTS

Prior to 1970, when all but a few of Alberta's school superintendents were provincially employed, there was in this province a kind of fraternity of top educational administrators -- the field staff of the Department of Education.

The existence of that fraternity was very important in the life of the superintendent. It was his professional organization. It protected him. It provided him with a career pattern and open opportunities for advancement. It brought him together with other superintendents in rewarding personal and professional associations. It provided him with opportunities for professional development. And it established and guarded a set of norms and traditions surrounding the superintendency.

But in 1971, that fraternity disappeared -- to be replaced, in part, by the Conference of Alberta School Superintendents. C.A.S.S. has moved quickly to absorb some of the roles and functions previously performed by the Field Services staff of the Department of Education. But it has not yet filled the void completely; it probably never will.

The locally-appointed superintendent lives with insecurity; he may be dismissed at any time. He lives in isolation -- for he does not share his problems with his professional colleagues as he used to. His conditions of work depend to a considerable extent upon his relationship with his board; the government no longer sets any standards in such matters.

Whether or not C.A.S.S. can or will move to further fill this void remains to be seen.

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V.

JUDGMENTS AND RECOMMENDATIONS

It should be recalled now, that this study was commissioned by the Alberta Department of Education -- but it was requested by the Conference of Alberta School Superintendents; it was endorsed by the Alberta School Trustees' Association; and it was approved by the Alberta Teachers' Association. Throughout, we have regarded all of these groups as our clients. In this final section, we shall attempt to speak to all of them and direct specific recommendations to each.

Also, it should perhaps be noted here that in the preceding sections of the report, we attempted to be quite objective and to report the situation as we found it. Now, though we shall continue to draw upon opinion data from a variety of sources, we shall also interject our own beliefs and judgments and draw upon our own imaginations in the development of recommendations.

1. COPING WITH CHANGE

The period from 1971 to 1976 was a period of abrupt and diverse change in education. Some of this change was related to the general social environment in which education functioned; it included demands for participatory democracy, militancy in the professions, and a general reaction against authority.

Other changes, however, those of primary concern in this inquiry, were more related to the organization and governance of education. The changes were from centralization to decentralization: decentralization in curriculum, decentralization in policy-making, and decentralization in leadership. These changes were not planned; they were simply legislated.

During the early stages of the change, some errors in judgment were made: unsatisfactory appointments of superintendents, hasty separations, imprecise contractual arrangements, and unsatisfactory conditions of employment.

These early experiences appear to have made a lasting impression upon some superintendents. But to the outside observer it appears that Alberta's educational system is gradually easing into local control, that local authorities are learning how to cope, and that the change-over is being effectively installed.

This is not to suggest, of course, that time has corrected or will correct everything. Indeed, though the *position* of the superintendent is clarifying, it is in need of further refinement -- as we shall note in subsequent recommendations. Also, the *role* of the superintendent remains surrounded by confusion and conflicting expectations. Because this is so, and because of the shifting social environment of education, we anticipate continuing change and adjustment in the superintendency.

Hence, we recommend:

#1.

i. that further change in education and in the superintendency be anticipated in the years ahead;

ii. that superintendents adopt postures appropriate to a constantly changing environment and constant redefinition of roles; and

iii. that they attempt to add to their repertoires of administrative strategies, techniques for coping with constant change.

2. THE LEGAL STATUS OF THE SUPERINTENDENT

We have noted that two factors contribute to the confusion that exists over the superintendent's legal status: first, ambiguities in statutes and regulations; and second, misperceptions which are attributable largely to tradition and lack of information.

We have further noted what appears to be an inconsistency between the intent of certain legislation and certain regulations. For example, the intent of the School Act appears to be to delegate certain powers and responsibilities to local, corporate jurisdictions. Yet the intent of various regulations (12.J.) appears to be to delegate certain responsibilities to the person of the superintendent.

We recommend:

#2.

i. *that the Department undertake to review and, where necessary, amend those regulations which create uncertainties over the legal position of the superintendent;*

ii. *that, more specifically, delegations of powers and responsibilities, in all cases, be to the local authority rather than to an individual;*

iii. *that new methods be implemented (perhaps through Regional Offices or the profession) for the evaluation of teachers for certification purposes; and*

iv. *that the Department establish clear and appropriate lines of communication with local authorities and with superintendents.*

3. ROLE AND POSITIONAL RELATIONSHIPS

We have noted that many uncertainties, ambiguities, misperceptions, and even conflicts attend the superintendent's role and position in the local school system. Teachers see him one way, but would like to see him another. Secretary-treasurers observe him behaving in certain ways, but would like to see him behave in others. And so on.

We believe that concrete steps should be taken to clarify this situation. As a first step, we recommend:

#3. *That boards exercise the power vested in them by the* School Act *and designate their superintendents as chief executive officers.*

It should be noted, here, that some individuals, particularly board members, were not clear what we meant by the term *chief executive officer*. Some seemed to fear that to so designate an individual was to give him supreme policy-making authority. Not so. Only the elected board or council can or should hold such power. The chief executive, however, is the one person who holds final authority in the carrying-out or execution of policy. He is the person who is ultimately responsible and accountable to the board. Other employees are also, of course, accountable to the board -- but through the chief executive, if there is one.

[It might also be noted, parenthetically, that some board members, in our interviews, confided that they subscribed to the concept of a chief executive officer, in principle -- but doubted if their men were equal to the role. Our reaction was (and is) that whenever boards feel that way, they ought to have doubts about the effectiveness of their selection procedures.]

As a next step, it would seem to us appropriate for boards to curb, in every possible way, the conflicts that have developed (or may develop) between the superintendent and the secretary-treasurer. We suggest:

#4.

- *i. that boards establish policies describing in detail the roles and functions of the secretary-treasurer and the superintendent; and*
- *ii. that boards, also, clarify, in policy, their own roles vis-a-vis both the superintendent and the secretary-treasurer.*

It is tempting to go further in the above recommendation and suggest specific roles for various individuals. We resist the temptation, however, because we recognize that situations vary; what might be appropriate in one might be quite inappropriate in another. In general, we believe that so-called dual control (i.e. divided executive responsibility) is dysfunctional; it encourages conflicts and obscures accountability. Yet responsibilities and functions must be assigned -- the long-range planning function, including budgeting, the comptroller function, the secretary-to-the-board function, and so on. A board must decide how to assign these and other functions -- either indirectly, through a chief executive officer or directly from itself to superintendent and secretary-treasurer.

Of course, no amount of legislation or written policy will eliminate conflict or role ambiguity, unless deliberate steps are taken by individuals to establish effective working relationships. We recommend:

#5.

i. that superintendents establish in their central offices collegial administrative working procedures; and

ii. that in order to do so, they develop, in collaboration with their staffs, clear understanding as to who is to do what, in what way, and in collaboration with whom.

We have further noted that there is a very high degree of uncertainty among principals and teachers as to the real and ideal role of the superintendent. Indeed, many teachers believe that many superintendents have abdicated their roles as "educational leaders" in favor of what they refer to as "management and survival politics".

As we have indicated there may be more than a shred of truth in this allegation. But true or not, the fact is that perception is very real. And it is leading to distrust and hostility toward the office of the superintendent.

We recommend:

#6.
- i. *that superintendents not only attempt to establish a proper balance among their many tasks and priorities; but also*
- ii. *that they attempt to demonstrate to their professional staffs that the matter of balance and priority is of concern to them; and*
- iii. *that, through regular communication and involvement, they attempt to develop appropriate and well-understood roles vis-a-vis their staffs.*

The last recommendation may seem trite and smacking of "motherhood". Perhaps. But the point is this: *roles are made up of reciprocal relationships between and among individuals.* Some components of roles can be prescribed or legislated (as recommended in #4). Other components can simply be discussed and agreed upon. But others, of a more subtle nature, can only evolve over time -- as the individuals work and behave in interaction with one another. The ability to establish comfortable and effective working relationships is an important component of leadership.

4. THE COUNTY SUPERINTENDENT: A SPECIAL CASE

Elsewhere in this report we have attempted to document certain facts about the county system -- particularly the fact that that system obscures the role, the position and the responsibilities of the superintendent of schools.

We note, however, that a committee of the Departments of Education and Municipal Affairs is now studying the county system and that groups of trustees and councillors have prepared briefs recommending changes in the County Act.

We add our support to these deliberations and recommend:

#7. *that the County Act be changed to clarify the role and legal position of the school superintendent.*

Meanwhile, as an interim measure, we suggest:

#8.

i. that county councils designate their superintendents as chief educational officers of their counties;

ii. that county school committees designate their superintendents as their chief executive officers; and

iii. that the roles, responsibilities and powers of county secretary be carefully outlined, in policy, so that effective working relationships may develop among the reeve, the secretary, and the school superintendent.

5. RECRUITMENT AND SELECTION OF SUPERINTENDENTS

Most Alberta superintendents have been recruited, screened and selected exclusively by boards or committees of boards -- on occasion, with some input from secretary-treasurers and, in the case of recent appointees, with some consultation from the A.S.T.A. and the Department of Education.

Though it is undeniably a board's prerogative to select its own superintendent, we would point out that there are hazards involved in excluding other parties from the screening process and that there are many potential advantages to be achieved through broader involvement.

Boards are typically made up, not only of very busy people, but also of people who are not educators. For both of these reasons, it would seem wise for boards to seek assistance in the processes of recruitment and screening -- though the final act of selection is and should be a board decision.

Furthermore, it should be realized that the superintendent, once selected, must become the leader of the professional staff. He must win their confidence; he must establish his role with them; he must work with them in achieving the goals of the system. For these reasons, it would seem wise for boards to include members of the professional staff in the recruitment and screening processes -- again retaining for itself the right of final choice.

Specifically, we recommend:

#9.

i. *that any board regard the selection of its superintendent as one of the most important decisions it makes;*

ii. *that recruitment and screening be conducted by a committee made up of trustees, representatives of the professional staff and, in appropriate cases, representatives of other public service agencies;*

iii. *that boards inexperienced in the processes of setting criteria and qualifications, obtaining references, screening, etc., obtain expert advice -- from the Department of Education, from the universities, from regional offices, or from private consultants; and*

iv. *that the A.S.T.A. continue to give leadership in improving the techniques of recruitment and selection.*

6. CONTRACTS AND CONDITIONS OF EMPLOYMENT

We have noted that the situation in the Alberta superintendency with respect to contractual arrangements with boards and conditions of employment is quite mixed. There seems to be no typical situation. This is not surprising. Indeed, it may not be at all bad.

We think, however, that certain minimal contractual arrangements should be subscribed to by all boards and expected by all applicants for positions. We recommend:

#10. *that appointments be regarded as "continuing" (without term) -- but that specific procedures for discontinuation, by either party, be set forth in the contract.*

We have noted that separation tends typically to be an unpleasant affair -- for both parties. But sometimes it becomes necessary, either for reasons of *incompatibility* or perceived *incompetence*.

We suggest:

#11.

i. that separation, when initiated by a board, be executed in a rational and fair manner;

ii. that in all cases, separations be for clearly stated cause -- be that cause incompatibility or incompetence;

iii. that when the cause is simply incompatibility, the separation be executed in a non-career threatening manner;

iv. that superintendents be provided, as a basic right, regular evaluations -- so that, among other things, dismissals may be generally surprise free; and

v. that the A.S.T.A. assume leadership in the development of appropriate guidelines and procedures for dismissal -- to accompany those recommended for selection.

(We consider the notion of regular performance evaluation to be an important one -- in contexts other than dismissal. We return to it later with a more elaborate recommendation.)

We further recommend:

#12.

that boards be required to inform the Minister of dismissals of superintendents -- as they now are required to inform him of appointments.

Although most boards appear to be reasonably generous in providing adequate benefits for superintendents, decisions to make such provisions are often made on an ad hoc, situation-to-situation, basis. As a result, a climate of uncertainty and, indeed, paternalism tends to develop.

We recommend:

#13.

that all jurisdictions develop written policies (not necessarily in the contract of employment) governing such matters as:

i. travel and other expense allowances;

ii. attendance at conferences, workshops and so on -- and the expenses involved in such attendance; and

iii. provisions for leaves of absence -- short and/or long term.

7. OPPORTUNITIES FOR PROFESSIONAL DEVELOPMENT

The school superintendency, like any other executive position, is a very demanding role. It requires the full-time energy and attention of the person throughout his term of office. Not surprisingly, therefore, the school superintendent, again like any top executive, tends, in time to run out of energy, to develop tunnel vision, and to use up all his ideas. Furthermore, preoccupied as he is with the day-to-day problems of running the organization, the typical superintendent finds very little time to read, to think, and to keep abreast of developments in education.

For reasons not unlike these, most of today's large corporations not only make provision for leaves-of-absence for top executives, they make such leaves-of-absence mandatory.

We believe that educational systems should follow that lead. Specifically, we recommend:

#14. *that boards establish policies allowing (perhaps even requiring) superintendents to take sabbaticals or leaves-of-absence periodically, ranging from one to six months, for the purpose of:*

i. refresher studies in a university or elsewhere;
ii. travel and visitations to other school systems;
iii. self-planned and self-directed study of a problem of particular interest to the system and/or the superintendent; or
iv. returning to another position in the system.

We believe also, however, that the burden of professional development should not rest entirely upon the local system -- particularly the small system. Instead, we would suggest that both the Department of Education and the education profession assume that they have important stakes in the superintendency and, hence, should become actively involved in the professional development of superintendents.

There are a number of reasons for this belief: (1) The local school system in Alberta, though more autonomous than it used to be, is still in a very real sense the agent of the provincial Department of Education. (2) The school superintendent, therefore, though a local appointee, is nevertheless responsible for executing certain provincial policies and regulations. (3) There is, therefore, a need for continuing communication and liaison between the superintendent and officials of the Department of Education. (4) Also, the move to local appointment of superintendents has had the effect of fragmenting the fraternity of educational leaders that used to exist; the need for mechanisms for communication and cross-fertilization has increased. (5) The Department and the profession are more able than small local systems to support leaves for the professional development of superintendents.

We recommend:

#15.

i. that the Department of Education establish a program of scholarships and/or grants-in-aid for leaves of absence granted by local authorities to practicing school superintendents; and

ii. that the Department also establish in the Department or its regional offices a number of positions, to be filled on rotating bases by superintendents on leaves-of-absence from their employing districts;

iii. that the universities also create residencies or fellowship positions to be filled from time to time by superintendents on refresher leaves; and

iv. that the Department underwrite periodic orientation and/or refresher courses for superintendents -- planned and operated by C.A.S.S., in cooperation with the C.S.A., the universities and other agencies.

Earlier in this document, we reported that the judgments of superintendents as to the relevance and utility of their post-graduate university education were mixed.

It is difficult to say for sure precisely what these reactions may mean. But one can speculate. It is possible that superintendents regard university work as too theoretical -- and difficult to apply in specific situations. It is possible, too, that time is playing a role in shaping the superintendents' perceptions of the usefulness of their training. As the role and position of the superintendent shifts, so too do his needs for knowledge and expertise. In any case, one cannot but wonder if the universities are appropriately monitoring the changes that are now taking place in educational leadership.

We recommend:

#16.

i. *that universities review their programs, in light of changes now taking place in educational leadership and in light of the perceived pre-service and in-service educctional needs of superintendents and others; and*

ii. *that the Alberta universities offering advanced work in Education Administration come together to discuss the possibilities of collaboration, the avoidance of fragmentation, and prospects for maximizing the strengths of various institutions.*

8. EVALUATION OF THE SUPERINTENDENT

Elsewhere we alluded to the need for continuing evaluation of the superintendent's performance -- so that he may have the opportunity to correct weaknesses, so that dismissal, when necessary, may be as surprise-free as possible, and so that separations may result largely from mutual understandings.

We realize, however, that such a state of affairs may be difficult to attain -- for boards find the ideas of evaluation and dismissal to be quite distasteful. Indeed, there is some evidence to suggest that a board may be more inclined to attempt "to drive the superintendent out" than to evaluate and dismiss him rationally, clearly, and ethically.

This inclination is understandable. But we think it should cease. Indeed, we believe that any employee, be he clerk or superintendent, has the right to know where he stands in the eyes of his employer -- a right to know how well he is doing, a right to know how he ought to change, and a right to know whether or not his position is in jeopardy.

Hence we recommend:

#17.

i. *that all jurisdictions adopt formal and continuing procedures for the evaluation of their superintendents' performance;*

ii. *that the primary purpose of such evaluation be professional growth and improvement of the system; and*

iii. *that these procedures be such as to communicate to the superintendent, quite clearly, "where he stands" with his employer.*

9. IMAGES OF THE EDUCATIONAL LEADER

Elsewhere in this report we identified what we consider to be one of the major dilemmas in education today -- i.e. whether the leader's image should be that of educational statesman or business executive and whether or not it is possible for him to project both images.

In attempting now to come to grips with this dilemma, we shall sketch two rather over-drawn images of the educational leader and speculate about the likely consequences of holding either view to the exclusion of the other.

IMAGE ONE: THE LEADER AS EXECUTIVE. In this view, the leader is the executive officer of the board. Though he may, to the extent that he has the confidence of the board, influence the policy-making process, his primary responsibility is to implement, to ensure that all staff members are faithful to board policy, and to insist that it be carried out efficiently.

When this view of leadership becomes paramount in any organization, the leader almost inevitably must give primary attention to means rather than ends -- to the efficiency of what is being done rather than its appropriateness. So he will, very likely, turn to bureaucratic structures and procedures to carry out his functions -- for bureaucracies are known to be very efficient in transmitting communications and directions down the line and in maintaining administrative control.

Having established such structures, the leader finds little need to know or communicate with his staff. As long as he is confident that all parts of the system are running efficiently, he can give his full attention to the day-to-day problems that inevitably emerge and to reporting to and working with his board.

IMAGE TWO: THE LEADER AS STATESMAN. In this view, the leader is the symbol of the values and qualities of education. He is a learned man -- and is perceived as such. He is steeped in the history and traditions of education. He projects its values -- to community, to board, and to staff.

When this view of leadership is paramount in an educational organization, the leader is as concerned with ends as with means -- with the appropriateness of what is being done as well as the efficiency with which it is being done. Hence, he does not turn to elaborate bureaucratic structures and procedures -- but instead seeks to develop collegial relationships among like-minded professionals, attempts to create an organization which is self-critical, self-correcting, and capable of progress and change.

Having established himself as such a leader among professional educators and the administrator of such a self-examining, self-renewing organization of schools, the leader's position vis-a-vis his board tends to take on a different flavor. Though the board will tend, quite properly, to retain its policy-making task, it will be influenced and aided in this task by a leader who not only knows his business, but also knows, through involvement, just how far the staff is capable of going, and committed to going, in achieving the board's aspirations.

It seems to us that each of these leadership styles has a place in the role of the school superintendent. And at different times in the life of an organization, it may be appropriate to emphasize either one over the other.

Superintendents who are able to strike a good balance between these styles are to be commended -- as are boards who know when they ought to have a superintendent who would emphasize the style appropriate to the situation.

But our concern is with balance and emphasis. So we ask: what are the likely implications of emphasizing either view over the other?

To opt for the style of administrative performance implied in Image One is to opt for efficiency, control, concise specifications of tasks and roles, clear delineations of authority and responsibility, clear relationships between board and executive, and a sharp distinction between policy-making and administration.

These are attractive options. But there are also certain risks involved in opting for this style:

i. The professional staff tends to get cut off from the deliberative, speculative and policy-making endeavors of the enterprise -- with the result that opportunities for professional growth are limited; commitment and involvement diminish; and/or militancy increases in demand for involvement.

ii. A void in educational leadership develops -- only to be filled (as it inevitably will) by someone other than the designated leader.

iii. Until and unless the void is adequately filled there is a danger that the values and traditions of scholarship may drain out of the educational enterprise; that it may lack direction and enthusiasm; and that a sense of purposelessness may trickle down to the students themselves.

[All of this is not to imply that certain kinds of educational leadership cannot or should not be provided by the public, by principals, by the profession, and by others.]

To opt for the style of administrative performance implied in our second image is to sacrifice, in some measure, the advantages of efficiency and so on attributed to the first image -- but, thereby, to achieve the type of professional collegiality which is likely to result in commitment, increased effort, high morale and innovative postures.

We recognize, as we have noted, that the superintendent is torn between these two images. In general, boards and secretary-treasurers attempt to pull him toward the business executive image; professional educators attempt to pull him toward the educational statesman image.

How can the superintendent cope with these conflicting expectations? We recommend:

#18.

i. that the school superintendents of Alberta undertake, collectively and individually, to take stock of the shifts that are alleged to have taken place recently in their role priorities;

ii. that superintendents attempt to reconcile the competing expectations that they be both executives and statesmen;

iii. that boards, too, recognize the need for educational statesmanship as well as executive competence -- and encourage their superintendents to strike appropriate balances among roles.

10. THE PROFESSIONAL ASSOCIATION OF SUPERINTENDENTS

The Conference of Alberta School Superintendents (C.A.S.S.) is a comparatively youthful organization. Already it has made considerable progress in becoming the voice of the Alberta superintendency and in providing professional development services for its members.

More could be done, however. The following are advanced, not as specific recommendations, but merely as illustrative suggestions:

#19.

that C.A.S.S. consider the possibility of establishing an Information Service for its members.

#20.

i. that C.A.S.S. undertake to determine the long-term professional development needs of its members;

ii. that it lay plans to meet these long-term needs in a systematic manner;

iii. that it cooperate with the universities, C.S.A. and other agencies in providing the services; and

iv. that it enlist the support of the A.S.T.A., the A.T.A. and the Department of Education in promoting the idea of professional development and in underwriting costs.

#21.

i. that C.A.S.S. take the leadership and initiative in providing for the evaluation of its own members;

ii. that it move to develop or have developed procedures, techniques and instruments for the conduct of such evaluations; and

iii. that it offer to collaborate with the A.S.T.A., the A.T.A. and local jurisdictions in the effort to provide adequate evaluations for top educational leaders.

A CONCLUDING THOUGHT

Though many individuals have been concerned with and have made inputs to this inquiry, it is interesting now at the end to realize that the subjects of the inquiry constitute a very, very small group, a group of 93 individuals, about six one-thousandths of 1% of the population of Alberta.

What we have recommended here is, we hope, in the interests of that small group -- their jobs, their responsibilities, their roles, and their persons -- and, in turn, in the interests of all the citizens of Alberta.

APPENDIX A

THE SCHOOL SUPERINTENDENCY:
A REVIEW OF THE LITERATURE

1. Overview of the Superintendency in North America: Historical and Current.

2. Effective School Board-Superintendent Working Relationships.

3. The Role of the Superintendent.

OVERVIEW OF THE SUPERINTENDENCY IN NORTH AMERICA: HISTORICAL AND CURRENT

In the U.S.A. education had existed for 200 years before the first school superintendent was appointed (Griffiths, 1966:1). According to the American Association of School Administrators (1962:55) Buffalo and Louisville established the first superintendencies in 1837. However, according to Reeder, Providence, Rhode Island established the first superintendency in 1836 (Reeder, 1941:10). Whether the first superintendency was in 1836 or 1837, the practice of establishing superintendencies spread slowly and by 1870, only thirty large cities had done so (AASA, 1952:28).

Griffiths contends that the superintendency in the U.S.A. developed in three stages. During the first period (1837-1910) the superintendency was instruction-oriented and the superintendent had little or no responsibility for business management, school buildings, or finance. Instead, the early superintendent saw himself as a scholar. During the second period (1910-1945) Frederick Taylor's scientific management, the prestige of business and business men, and the rise of efficiency experts led to a marked change in the superintendency. The superintendent became largely a businessman, more concerned with budget than with instruction. When business leadership lost its impact during the Great Depression, the human relations movement developed in industry, stimulating democratic administration in education. The third period (1945-to the present) was given impetus by the Kellogg Foundation which spearheaded an intensive examination of education, particularly the superintendency and other administrative posts (Griffiths, 1966).

In Canada, men employed as supervisors or school visitors before 1850 had to be "educated gentlemen" -- but had no teaching experience (Phillips, 1958:16).

School visitors included trustees, clergymen, justices of the peace and men in other capacities (Phillips, 1957:245). They were asked to give voluntary service. From 1850 to 1875, when free schools were established, and education was paid for through local taxation, the typical supervisor or inspector was employed on a part-time basis and paid on a fixed rate per school visitation. Qualifications for these inspectors did not require specific training in teaching but an increasing number were professional educators. From 1875 to 1900, being an "educated gentleman" as a sole requirement for a superintendency was no longer sufficient. Inspectors were regularly employed officers who needed to show certification as teachers as well as experience and competence in teaching.

Inspection or supervision of schools in Canada has, to a large extent, been a function of central authority (Phillips, 1957:244). During the mid-nineteenth century free and compulsory education became feasible and necessary. Egerton Ryerson's Common School Act of 1846 (Wilson, et al, 1970:218) made provision for a strong central authority:

i. to prepare regulations and curricula;
ii. to authorize suitable textbooks;
iii. to improve the quality of teaching through certification and inspection; and
iv. the erection of a normal school.

Local control of education was restricted to elected trustees who hired and dismissed teachers, administered schools according to law and maintained the school buildings.

A school visitor for the whole of Prince Edward Island was appointed in 1837; in Newfoundland, the first school inspector was appointed in 1843. From 1844 to 1857, Toronto had a combined superintendent and secretary; from 1857 to 1874, a clergyman superintendent and in 1932, the first superintendent over both elementary and secondary education. In 1871, Montreal appointed its first superintendent; in 1897, Moncton appointed a part-time superintendent and in 1901, Vancouver appointed its first superintendent (Phillips, 1957).

Since there was no centralized educational system in the U.S.A., education in the early days was handled by the people at the local level. Decisions about education were made by the "body politic" at the town meeting (Dykes, 1965:7). When concerns of local government became too numerous and too onerous for all the people to handle directly, elected representatives, or "selectmen" handled school affairs. The selectmen appointed temporary committees to solve specific problems, for example, hiring teachers and headmasters or choosing building sites. Gradually, education became more complex, so that permanent school committees were appointed to oversee the general operation of schools. The duties of these early permanent school committees were legislative, administrative and supervisory in nature (Dykes, 1965:8). The committees slowly relinquished some of these duties to the headmasters. Much later the superintendency was created because the school committee, or the school board as it was frequently known, could not offer the vigorous leadership needed in education.

However, until the 1870's in the U.S.A., the superintendency was in a legally precarious position, existing without statutory authorization (Vlaanderen, 1971:21). A basic characteristic of statutory law is that it does not keep pace with practice. Instead, statutory law legalizes a condition which has been in existence for some time. Because school boards had the authority to administer schools, they found it expedient to employ superintendents to administer their schools. This delegation of authority by boards was a common practice not supported by the statutes. It was not until the Olney case in Illinois, 1872, and the Kalamazoo case in Michigan, 1874, that the supreme courts of these two states upheld the right of school boards to employ and pay superintendents (McGhehey, 1971:55).

Even though the superintendency received legal status in the 1870's, the responsibilities, powers and duties of the superintendent are not extensively described by law even to this day. The responsibilities of the superintendency are largely left to the discretion of each school board. Even though many educational administration texts describe the superintendent as an "executive officer" of the school board (Dykes, 1965:92; Wennerberg, 1967:2; Gross, et al, 1966:100), his position is in fact that of an employee, not an officer of the board (McGhehey, 1971:58).

There has been a reluctance to define the powers and duties of the superintendent because extensive statutory definition of the role could result in the position being declared that of a public officer. As a public officer, the superintendent would have considerable power for he would be "invested with some portion of the sovereign functions of the government" (McGhehey, 1971:58). The superintendent, as an employee, fills a ministerial function in that he is limited to carrying out the enactments of the school board.

Many writers have decried the ambiguity of the role of the superintendent. Parker and Rasmussen (1958:17-18) note that the confusion over the exact nature of the superintendency is responsible for much of the instability of the position at present. Dykes (1965:71) writes that the lack of legally stated roles for superintendents and school boards has resulted in "make-shift, spur-of-the-moment" arrangements causing controversial, ineffective and inconsistent policy-setting.

At present, since there is a lack of statutory authorization of their positions, superintendents must look to the following three areas:

i. the rules and regulations set by the Department of Education;
ii. the written policies of the school boards; and
iii. the provisions in the individual superintendent's contract.

Shannon (1975:18-23), the AASA Legal Advisor, has prepared an Administrator's Bill of Rights. For this Bill of Rights to be effective, all levels of the profession would have to accept it -- that is, superintendents, school administrators, and school boards. The terms of the proposed bill are as follows:

THE ADMINISTRATOR'S BILL OF RIGHTS

1. The right to a specific and complete written description of the professional duties, and responsibilities expected to be fulfilled.

2. The right to a full and impartial evaluation of professional performance on a regular and continuing basis.

3. The right to constructive counseling on a regular and continuing basis to upgrade performance.

4. The right to participate in an administrative staff "in-service" training program to improve professional performance in the present position and establish a basis for increased responsibilities in the future.

5. The right to be furnished a list of reasons when dismissal, demotion or non-reemployment is proposed.

6. The right to a fair, but private hearing before the school board prior to dismissal, demotion or non-reemployment.

7. The right to a private review by the professional school administrator association of all the facts and judgments resulting in a proposal to demote, dismiss or not to renew employment.

8. The right to adequate compensation for providing the socially important, complex and learned professional services.

9. The right to a voice in district administrative policy-making consistent with the management position and unique individual experience and expertise.

10. The right to be accorded the respect and dignity due a member of an honorable and learned profession and an individual, sensitive, human being.

EFFECTIVE SCHOOL BOARD-SUPERINTENDENT WORKING RELATIONSHIPS

The position of the superintendency since its inception has been in a constant state of flux and evolution. Statutory provisions have not kept pace with current educational practice. Dykes (1965:92-93) notes the quandary facing the superintendent because of his dual role, "he must give loyalty and allegiance both to the board, whose wishes he serves, and to the professional staff, of which he is a member". Even though the superintendent has the gargantuan problem of simultaneously discharging his responsibilities to the school board and providing leadership for a school staff, Dykes (1965:208) contends that the superintendent is the best person to, "unite the wishes and desires of the teachers with those of the [school] board". However, Dykes (1965:220) points out that the superintendent should be given tenure to "guarantee his independence of act" for he cannot be expected to oppose a school board on controversial issues if his job is insecure. McCarty and Ramsey (1967:159-160) echo this view. Since the superintendent is vulnerable to short term demands and serves at the pleasure of the board, to encourage more rational decision-making, he should be given at least a three-year contract renewable annually to equalize the power differential between himself and the board.

Dykes (1965:131-157) sees six problem areas for a school board and the superintendent where specific guidelines or policies need to be developed:

1. Keeping the school board informed is a major responsibility of the superintendent since an uninformed board cannot function effectively. A superintendent can keep the board informed through bulletins, memos or through special reports at meetings.

2. A school board and the superintendent should have clear, detailed policies regarding school personnel as follows:

(a) When the selection and promotion of school personnel are required, the superintendent should evaluate and recommend, while the board should appoint.

(b) Complaints and grievances of the professional staff should be channelled through the superintendent.

(c) The board should not encourage the staff to come directly to it with grievances.

(d) Individual school board members should never make statements that could be construed by a grieving staff member to be a promise or a commitment.

(e) Decisions regarding personnel should always be made only in official meetings of the board.

3. Despite warnings, board members too often try to act independently of other members and outside official meetings. A board member has no power or authority except as a result of participation in decisions of the formal meeting. Only a board has authority and, even then, only when it is in legal session. Freewheeling members hamper proper board functioning.

4. Public announcements regarding the schools should be made only by an authorized member of the board, either the chairman of the board or the superintendent. Announcements pertaining to school personnel should be made by the superintendent.

5. A superintendent should treat all board members on an equal basis. He cannot display favoritism.

6. The decision-making process functions best when neither the board nor the superintendent dominates.

Pavkov (1968) paired, as independent variables, the personality characteristics of superintendents (high dominant, low dominant) and a behavioral pattern of their boards (low influence, high influence). These independent variables were not satisfactory predictors of behavior. According to this study, societal and role expectations, as well as personality needs of individuals, influence both superintendents and boards in their interaction during decision-making.

Kratzmann (1966), on board-superintendent relationships, emphasized the necessity for the lay elected officials and their professional "officer" to develop common understanding and mutual respect for each other's role. In the area of jurisdictional relationships, the board establishes policy, which may be influenced by the superintendent, and the superintendent, in the final analysis, executes the policy. Kratzmann stresses the need for setting goals, policies, rules, and to receive feedback in the form of process and product reports. In the area of procedural relationships, sound decision-making depends on well planned and well conducted school board meetings. Boards must learn to govern well, to relate adequately to resource personnel, to the public and to senior governments. Conflict can occur due to the personalities involved or the differing values and value perceptions of the superintendent and the board members.

Wennerberg (1967:1-2) stresses the need for mutual cooperation and understanding between the school board and the superintendent, with a clear delineation of the school board's role and the superintendent's role. According to Wennerberg, the board's role is to establish district policy. The written district policies are the guidelines and the authority for the superintendent in carrying out his duties.

Within the framework of the board's established guidelines, the superintendent should be supported and authorized to administer the district. The board should seek the superintendent's assistance in gathering information necessary for decisions, and provide direction in handling issues which need clarification beyond the written policies. School board members and the superintendent should participate in short term conferences, workshops and visitations of other school districts. Consequently, the board should expect and require professional leadership from the superintendent. However, the board should realize that the superintendent needs time to think, plan and investigate programs being carried out in other districts. When respect and cooperation are demonstrated in the school board's relationships with the superintendent, the staff, and the community, confidence in the total educational program is enhanced.

Gross, et al (1966:222-242), in their intensive studies of the superintendency role, gleaned three determinants of the conformity of school boards to the professional expectations of their superintendents.

1. A school board which has relatively high consensus with its superintendent is more likely to conform to professional expectations; indeed, a superintendent who has a conforming board displays greater job satisfaction and experiences less worry than one with a nonconforming board.

2. A board which has a higher proportion of members motivated by "civic duty" is more likely to conform; a board which has a higher proportion of members motivated "to represent some group" and "to get political experience" is less likely to conform.

3. A board which evaluates a superintendent highly has confidence in his judgment and will be motivated to respect his definition of the board's obligations; the board then conforms to professional expectations so as not to interfere with the perceived effectiveness of the superintendent.

THE ROLE OF THE SUPERINTENDENT

The National Education Association of the United States and the American Association of School Administrators (1965:3) claim that the superintendent's many functions are focused on one goal: to provide for the best possible education in his community. These associations assign four task areas to the superintendency:

i. the instructional program of the schools;
ii. the management aspects of administration;
iii. the school budget; and
iv. an understanding of human relations skills which is vital to staff morale and to the superintendent's relationships with the board and the community.

In fact, the superintendent needs to be a teacher, a politician, a philosopher, a student of life, a public relations counsellor and a businessman.

Finlay's study (1961) on expectations of school boards for the role of the provincially appointed superintendent revealed that school boards in Alberta in 1961 expected the superintendent to be primarily concerned with instructional leadership and with the selection and management of the professional staff. The board's role was to direct the work of the non-professional staff and to control finances.

Campbell's later study (1969) revealed that board chairmen still accorded priority to a superintendent's leadership in education, primarily in the area of promotion and stimulation for instructional improvement. Again, finance was ranked low as an expected competency area of the provincially appointed superintendents.

Ethier's study (1968) of the expectations of the school board chairmen for the role of the directeur général in Quebec, confirmed the Finlay and Campbell findings. School board chairmen saw the directeur général as being responsible mainly for professional matters. All tasks relating to finance, business management and direction of the non-professional staff was viewed as the responsibility of the business manager or secretary-treasurer.

Since the above studies were made, there has occurred in Alberta mandatory transfer of employment of superintendents from provincial appointments to local appointments. Locally appointed superintendents appear to require financial acumen. Maertz (1968:7-10) directed trustees to look for three characteristics when selecting a superintendent of schools:

i. a person that was skilled in human relations and management;

ii. a person that was broadly educated, particularly as a professional educator; and

iii. a person that possessed technical skills and had a keen business sense.

In the United States where the position of locally appointed superintendents has existed for a long time, Maeroff (1974) notes that superintendents say that they are expected to be "fiscal managers instead of educators". Gregg and Sims (1972) stress that a "strong financial and business course background should become part of the training of superintendents in order to aid them in their current roles of school managers". The special American Association of School Administrators Commission (1971:64-65) notes that the superintendents' primary concern was still that of financing education. Inadequate financing for education was a stated cause for an administrator to leave the superintendency. Superintendents felt that their effectiveness was inhibited by such factors as inadequate financing of schools, too many insignificant demands upon the position, low quality of staff to support the superintendency, limits to personal capabilities, and insufficient time (Knezevich, 1971:65).

The McCarty and Ramsey study (1967) points out that school systems differ as communities differ. Their model includes three elements:

i. the nature of the community power itself which they divide into four categories: Dominated, Factional, Pluralistic and Inert;

ii. the types of structures of power which operate in the decision-making process of the school board correspond to the respective types of structures of community power; and

iii. the role the superintendent can be logically expected to play in an environment controlled by i. and ii.

The framework is outlined below:

Community Power Structure	School Board	Role of the Superintendent
Dominated	Dominated	Functionary
Factional	Factional	Political Strategist
Pluralistic	Status Congruent	Professional Advisor
Inert	Sanctioning	Decision Maker

In the dominated community, known in sociological studies as the "elite power model", board members are nominated because they are candidates who will "take advice" and conform through the mechanisms of control employed by the power elite in the community. In this case, a superintendent must play the role of functionary for he must carry out the desires of the dominant power clique. A superintendent can function as a professional advisor in a dominated situation as long as he does not make intensive efforts to change school policy. In either case, a calm and unobtrusive approach is essential for survival.

In the factional power structure, there are at least two distinct poles of power in the community. In this situation, voting is more important than discussion in board meetings and the majority faction wins. Since this year's minority may be next year's majority, the superintendent must not become identified with any one faction too closely. Hence, the superintendent plays the role of a political strategist depending heavily on committees. The superintendent keeps the school board members off balance by burdening them down with the factual reports of these committees. The superintendent has current information while school board members are in arrears with their reading and are often overwhelmed by excess data. A superintendent who wants to play the role of decision-maker in a factional setting cannot survive. A professional advisor can operate as long as he maintains loopholes in case his advice is in strong opposition to either the minority or the majority faction.

In a pluralistic community power structure, school board members may represent certain "interests" but not rigid community power groups. Therefore, such board members are status congruent, that is, they treat each other as colleagues, are open-minded and are free to act as a group. Such a board looks for the greatest depth of understanding and seeks information about schools; the role of the superintendent is that of a professional advisor. The status congruent board can tolerate superintendents who play the roles of functionary, political strategist or decision-maker. However, the decision-maker would not survive if he usurped the board in crucial policy decisions.

In a community with an inert power structure, the vacuum of power is usually filled by a superintendent who is seen by the school board members as the "expert" and he is able to become the decision-maker almost on his own initiative. Where school board members are inactive and there is no reinforcement from the community, the superintendent "calls the shots" and the board merely "rubber stamps".

McCarty and Ramsey (1967) suggest that a superintendent employed in a community must adjust his behavior to fit the community pattern. Should an influx of new citizens transform the community from inert to a factional community power structure, the same superintendent would need to adjust his style to accommodate the "new" community structure. Also, a school board could be inert on some school issues, factional on others, rigid on some and "reasonable" on others. If this were the case, a superintendent would need to be an agile performer, able to play all four roles even at one board meeting.

Monahan (1973) cites a University of Oregon research study which divides superintendents into two categories having the following characteristics:

Career Bound	Place Bound
Had a plan to be superintendent	Opportunity showed up
Early formal education	Delayed advanced training
Attended prestigious college	Attended less prestigious college
More doctorates	Less doctorates
More progressive	More conservative
Likes superintendent career more	Likes superintendent career less
Likes job less	Likes job more
Higher aspirations	Lower aspirations
A crusader	More ritualistic
More mobile	Less mobile

According to Monahan (1973), a school board would hire a career bound superintendent when it wants:

i. the instructional program inproved;
ii. some other aspect of the system improved;
iii. to start a building program; and
iv. to look for experience.

A school board would hire a place bound superintendent when it wants:

i. to keep the present system going;
ii. a person who knows local problems;
iii. a person with good past performance; and
iv. a person with a good personality.

Andrews (1974:3-9) addressing himself to the role changes in the superintendency found most problems centred around:

i. coping with demands of participatory democracy; and
ii. coping with demands for program development at the local level.

Democratic administration of the forties and fifties recognized the need to share the decision-making process with member groups in society. We find that we have little or no preparation for "running organizations with a highly participatory dimension" (Andrews, 1974:3). The people-power movement of the sixties in the United States gradually filtered across to Canada in the seventies. However, school systems have not yet developed structures nor the guidelines necessary to involve the various pressure groups in an effective manner. The role of the superintendent within this greater participatory decision-making dimension should be of a politician-style or statesman-style. The local responsibility to develop school programs and curricula without supportive changes in law or regulations, affects the role of the superintendent. School systems' organization needs to be altered to accommodate the complex goals of school program development within the framework of participatory democracy, the scarcity of funds, and problems relating to personnel and time.

Hodgson (1973) sees the main task of any superintendent as the need to maintain the confidence of the school board. The superintendent is on trial at every meeting so he needs a staff of specialists who can give him the material with which to propose and to defend educational issues.

Byrne (1967:8) echoes this view; a superintendent needs to be supported by a "phalanx of carefully chosen administrators possessing technical proficiency in instruction, plant operation and finance". A superintendent must be a good politician using all available political resources, strategies and tactics. Hodgson (1973:5) states:

> You [the superintendent] are a political animal. The teachers know it. The board knows it. If you don't know it, start looking for a job in some other kind of work.

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APPENDIX B

THE SCHOOL SUPERINTENDENCY: ACROSS CANADA COMPARISONS

Introduction: Sources of Data and Rate of Returns

Superintendents' Appointment: Local vs. Provincial

Contracts

Duties of Superintendents

Qualifications of Superintendents

Salaries of Superintendents

Superintendents and Their Relationship with Teachers' Associations

INTRODUCTION:

SOURCES OF DATA AND RATE OF RETURNS

A Canada-wide survey of the provinces and territories was conducted to determine variations in the current status of the school superintendency. Although the responses varied considerably in type and amount of detail, the information obtained included some useful descriptions to be considered by the researchers.

A summary of the responses from the provinces and the Northwest Territories, including specific sources, has been tabulated below (Table 1). It will be noted that some response was received from every province.

TABLE 1.

SUMMARY OF RESPONSES RECEIVED

Province	Department of Education	Provincial Assoc. of Superintendents	Provincial Assoc. of Trustees	Provincial Teachers' Assoc.
B.C.	x	x	x	x
Saskatchewan	x		x	x
Manitoba		x	x	x
Ontario	x		x	x
Quebec		x	x	
New Brunswick	x			
Nova Scotia	x			x
P.E.I.				x
Newfoundland	x		x	x
N.W.T.				x
TOTAL:	6	3	6	8

SUPERINTENDENTS' APPOINTMENT: LOCAL VS. PROVINCIAL

Table 2 below summarizes the current acts and/or regulations governing the practices of the other provinces and the N.W.T. with respect to the appointment of school superintendents.

TABLE 2.

LOCAL VS. PROVINCIAL APPOINTMENTS BY PROVINCES

Province	Local Appointment	Provincial Appointment	Provincial and Local Appointment	Source
B.C.			x	Public Schools Act Regulations. Sections 11A(1) and 11A(2).
Saskatchewan			x	Larger Schools Unit Act - Sections 124(1)
Manitoba	x			
Ontario[1.]	x			The Education Act Sections 247(1) and 247(2).
Quebec[2.]	x			Education Act Sections 204 (Amended by Bill 27, 1971)
New Brunswick	x			
Nova Scotia	x			The Education Act Section 3.
P.E.I.	x			RSPEI-1974 School Act Chapter 5-2, Section 25(2)
Newfoundland	x			The Schools Act Sections 18 and 19.
N.W.T.		x		N.W.T. School Ordinance and Regulations Section 3.

NOTES: 1. Titled the Director of Education
2. Titled the Director-General

CONTRACTS

Of those provinces that responded, several issue individual contracts as summarized below (Table 3).

TABLE 3.
INDIVIDUAL CONTRACTS BY PROVINCES

Province	Individual Contract	Sample(s) Received	Comment
B.C.	Yes	Yes	This refers to locally appointed superintendents only.
Saskatchewan	Yes	Yes	
Manitoba	Yes	Yes	
Ontario	Yes	No	The Superintendents' Association has a position on what a contract should include.
Quebec	Yes	No	Guidelines, salary, role def., qualifications - set by provincial government.
Newfoundland	Yes	No	

Factors included in the sample contracts received are many and varied. Any individual contract might include some or all of the conditions listed below:

1. Length of appointment, e.g., 4 years
2. Salary, e.g., placed on scale or individual amount
3. Benefits, e.g., medical insurance, life insurance, pension sick leave
4. Vacation, e.g., 4 weeks, 5 weeks
5. Transportation allowance, e.g., leased automobile ($125.00 per month) allowance ($1,800.00 annually) mileage (10 cents a mile)
6. Duties -- as per School Act

-- as per School Act plus additional ones stated
-- all duties listed in contract

7. Relocation allowance

8. Termination: (a) by board - two-thirds vote of board
   - reasons: incompetence, neglect of duty, failure to obey lawful dictate of board, gross misconduct

   (b) by superintendent - 60 days notice, 5 months notice, 6 months notice

   (c) by mutual agreement

9. Termination allowance - 1 year's salary or less upon mutual agreement

10. Sabbatical, e.g., one year after seven years full employment on a $7,500 grant or 50% of salary, whichever is lower

11. Arrangements for salary, etc. review

12. Superintendent designated as chief executive officer

13. Superintendent reports to board of trustees

14. Superintendent cannot be member of teachers' society

15. Superintendent cannot hold another position.

DUTIES OF SUPERINTENDENTS

Duties of school superintendents are stipulated in School Acts, individual contracts and school board policies. Most references include a combination of the following.

ADMINISTRATIVE DUTIES

1. Attend meetings of school board and executive committee.

2. Advise and assist school board to exercise powers and duties stipulated in Act(s).

3. Be responsible for the preparation of the agenda for board meetings and for providing information concerning items on the agenda.

4. Exercise general supervision over all schools, property, teachers and other employees.

5. Provide advice to school board on planning new buildings, extensions and renovations.

6. Assist school board in preparing annual budget.

7. Interpret Department of Education policy to the board.

8. Recommend policy governing transportation of students.

9. Keep records of enrollment and predict future enrollments.

10. Ensure that schools are visited.

11. Make annual reports to the school board and to the Department of Education.

EDUCATIONAL PROGRAM DUTIES

1. In cooperation with professional staff, articulate the programs in the elementary and secondary school grades and develop policies for promoting pupils from one grade to another.

2. Provide leadership in evaluating and improving educational programs in the district.

3. Recommend policies for organization, finance, instruction, school planning, and other functions of the school program.

4. Be responsible for the supervision of the instructional program and see that it is up to provincial standards.

PERSONNEL DUTIES

1. Recruit and recommend professional staff for board approval and assign them to respective positions.

2. Recommend promotion, transfer and termination of employment of professional employees.

3. Inspect or cause to be inspected:
    - i. each teacher on probationary appointment,
    - ii. any teacher on which the board or the Minister requests a report, and
    - iii. any teacher who requests that a report be made on him/her.

PROFESSIONAL GROWTH AND DEVELOPMENT DUTIES

1. Develop and implement a program of supervision and in-service training.

2. Attend "institutes" as required by the Minister.

3. Participate in and contribute towards professional growth and development through research, publication, conferences and visits and liaison with the university.

SCHOOL-COMMUNITY SERVICES DUTIES

1. Make school policies known to the public.
2. Enlist support of public for school board's program.
3. Develop policies regarding community use of school buildings.

OTHER DUTIES

1. Act as liaison between school board and professional and non-professional board employees.
2. Subject to board approval, determine which school a pupil shall attend.
3. Interpret board policy to staff and public.
4. Perform other duties assigned by the board provided they are consistent with the Act.

QUALIFICATIONS OF SUPERINTENDENTS

Below is a list of responses received from out-of-province sources concerning the qualifications of the superintendent.

POLICIES OF PROVINCIAL DEPARTMENTS OF EDUCATION

Not all provincial Departments of Education spell out clearly what they demand as qualifications for the position of superintendent. For example, Nova Scotia, Newfoundland and New Brunswick place their emphasis on duties of the superintendent in their Acts and Regulations. Four other provincial departments have described the qualifications that they see as essential as follows:

British Columbia. The Department requires that the superintendent be a Canadian citizen and have a university degree to be eligible as a candidate for appointment as a district superintendent of schools.

Saskatchewan. The Department requires that the superintendent:

(a) Hold a valid Saskatchewan Professional "A" Teaching Act.

(b) Have at least one year graduate study in a field related to the major task areas of the superintendency, i.e., maintenance and development of constructive community relationships, improvement of the nature and quality of the educational program, the development of staff personnel, the provision of consultative services to the board in areas requiring technical competence. The superintendent should also have specialized training which includes:

  i. emphasis on concepts and theory in educational administration,

  ii. an interdisciplinary approach utilizing theory, research and practice from many fields,

  iii. the development of skills in human relation and group processes,

  iv. an emphasis on the nature of the administrative process, i.e., planning, organizing, staffing, coordinating, reporting and budgeting,

  v. an introduction to theory, concepts and procedures in curriculum development, and

  vi. the development of leadership skills.

(c) Show evidence of a strong university academic background.

(d) Have successful teaching experience in Canada at elementary or secondary school level, and

(e) Have demonstrated competence as an educational administrator.

Ontario. The superintendent is the chief executive officer of the board and is called a Director of Education. A director of education is a supervisory officer and as such must have the following qualifications:

(a) Seven years of successful teaching experience; hold a B.A. or B.Sc. degree; hold a permanent teaching certificate valid in Ontario and one of:

  i. an elementary school principal certificate,

  ii. a secondary school principal certificate, Type A,

  iii. a secondary school principal certificate, Type B,

iv. a secondary school principal Act, or

v. a Master of Education degree; or

(b) Seven years of experience in business administration, at least two of which shall be in the employ of an Ontario school board or the ministry and:

i. hold a B.A. or B.Sc. degree or is an architect, a chartered accountant or a professional engineer or hold a professional qualification the Minister considers equivalent thereto, and

ii. hold one of -- Master of Education or Master of Business Administration or a degree the Minister considers equivalent thereto;

-- a certificate indicating completion of the Certificate Program in School Management offered by O.I.S.E. and two additional courses determined by the Minister.

Quebec. The superintendent is called the Director-General. The position of Director-General requires:

(a) A university education (a first university degree or its equivalent) requiring at least 17 years of scholarity and preferably a university education with a second university degree or the equivalent.

(b) Experience in the skills of problem-solving in complex technical and administrative matters.

(c) Accrued experience, preferably in the education system.

VIEWS OF PROVINCIAL TRUSTEES' ASSOCIATIONS

Most of these groups either didn't respond or referred to the provincial Acts and Regulations, i.e., Quebec and Saskatchewan. The Manitoba group sent a copy of a sample advertisement that they use when seeking a new superintendent. The advertisement requested that the applicant(s) should have:

(a) A recognized university degree.

(b) A post-graduate degree, preferably in Education.

(c) Wide experience in the field of teaching.

(d) Valid principal's certificate or equivalent.

(e) Personality with leadership qualities, and ability to work with public and staff.

POLICIES OF PROVINCIAL ASSOCIATIONS OF SUPERINTENDENTS

The one noteworthy response in this category was received from the Manitoba Association of Superintendents, stating that:

(a) Minimum qualifications should be a professional teaching certificate and supervisory or administrative experience in education.

(b) Person should master, i.e., be able to interpret and effectively relate and administer current educational theory with a degree of competence.

(c) Person should study some of the major education systems in the world today.

(d) Person should study and possess minimum competence in interpreting educational and managerial research and be able to direct research.

(e) Person should study and become adequately informed on current legislation and regulations as set forth by Manitoba.

(f) Person should show evidence of:

  i. understanding managerial and organizational skills,

  ii. ability to effectively harness the resources at his disposal into a viable and productive organization,

  iii. understand his responsibilities to his:

    -superiors as well as subordinates,
    -community as well as his country.

SALARIES OF SUPERINTENDENTS

Six provinces sent information on salary considerations with respect to the superintendent. In most cases, salary schedules of various types are in use.

1. British Columbia has a "Salary Ranges Schedule for Officials not Bargained for by an Association". However, the superintendents of larger systems receive "flat rates".

2. Saskatchewan, according to information in an advertisement, negotiates salary on the basis of experience and education.

3. Quebec has a provincial salary schedule which is based on years of scholarity, type of superintendency (e.g., elementary schools only, elementary and secondary schools, etc.) and sizes of jurisdiction.

4. New Brunswick has a clause in the Schools Act which reads as follows:

> The Salary Scales for all school personnel shall be those established by the Treasury Board under the Financial Administration Act.

5. Nova Scotia has a salary schedule which involves a base rate based on qualifications and an additional salary rate based on number of teachers under supervision.

6. Newfoundland has legislation in the School Act which provides for provincial approval of salary. The clause reads as follows:

> In every district a salary unit shall upon the request of the appropriate board be provided for a superintendent in accordance with a salary scale approved by the Lieutenant-Governor in Council.

SUPERINTENDENTS' RELATIONSHIPS WITH TEACHERS' ASSOCIATIONS

The table on the next page presents a general summary of the superintendents' relations to teachers' associations and the degree of involvement.

TABLE 4.

SUPERINTENDENTS' RELATIONSHIPS WITH TEACHERS' ASSOCIATIONS

Province	Belong to Teachers' Assoc.	May Belong to Teachers' Assoc.	Do Not Belong	Degree of Involvement
B.C.				Do have detailed policy statements re: superintendents (see section 9 of members' guide). Appear to work cooperatively with superintendents.
Saskatchewan		x		Do not have a policy statement re: superintendency.
Manitoba			x	Contracts received stipulate that superintendents shall not be members of the Manitoba Teachers' Society.
Ontario			x	Do not have a policy statement re: superintendency.
Nova Scotia	x			Do have a policy statement. Under Teaching Profession Act superintendents are members of Teaching Assoc. but because of Collective Bargaining Act, are not members of Bargaining Unit. However, receive benefits negotiated by the Unit.
P.E.I.		x		Cannot be part of Bargaining Unit. Do not have policy statement re. superintendency.
Newfoundland		x		5 or 6 superintendents a year take advantage of option to write out. Expect Superintendents' Assoc. to take an association position by end of this year.
N.W.T.				May become associate members. Do have policy statements.

APPENDIX C

THE SCHOOL SUPERINTENDENCY IN ALBERTA -- 1976

THE ROLE OF THE SCHOOL SUPERINTENDENT IN ALBERTA: A QUESTIONNAIRE (WITH A STATISTICAL SUMMARY OF THE QUESTIONNAIRE SURVEY RESULTS)

NOTE: Complete sets of the data from which this summary was compiled are in storage at the Department of Educational Administration, The University of Alberta; and/or the Division of Planning and Research, Alberta Department of Education.

THE ROLE OF THE SCHOOL SUPERINTENDENT IN ALBERTA

THE QUESTIONNAIRE AND RESPONSES

A number of persons, representative of all positions in the Alberta Educational System, are being requested to respond to this questionnaire. You are one of them. Your cooperation will be greatly appreciated.

The questionnaire survey is part of a larger study of the Superintendency, funded by the Government of Alberta and supported by the Trustees' Association, the Superintendents' Association, and the Teachers' Association.

We realize that some respondents may be less aware than others of the current status of the Superintendency. We request that such persons simply answer only those questions of fact which they are able to answer -- but proceed to answer all questions of "what ought to be".

Please respond from the perspective of your present position -- not one that you might have held in the past.

The questionnaire can be answered in about 45 to 60 minutes.

Thank you again.

SECTION I: PERSONAL INFORMATION ABOUT RESPONDENTS

1. What is your present position in education?

a. chairman of the School Board/Committee	*76*
b. school trustee or School Committee member	*344*
c. secretary-treasurer	*77*
d. superintendent	*86*
e. deputy, associate, or assistant superintendent	*56*
f. staff member of Regional Office	*46*
g. principal	*96*
h. teacher	*1310*
i. other (specify)	*75*
j. vice-principal	*32*

N.B. 1. The numbers recorded after the item represent the total number of responses to the item -- except where noted otherwise.

2. Totals will vary from item to item because not all respondents replied to each item.

2. How long have you occupied your present position?

a. less than 1 year	311
b. 1 to 2.9 years	494
c. 3 to 9.9 years	871
d. 10 to 14.9 years	276
e. more than 15 years	220

3. Please list positions in education you have occupied since 1965. These should be listed in order from 1965 to present date and the length of time spent in each indicated.

Superintendents Only

	Position Prior to September	*Held Position Sometime in Career*
Principal	19	37
Vice-principal	9	21
Teacher	19	21
Superintendent	16	53
Assist. Superintendent	6	21
Other	7	20

(NOTE: Questions 4, 5 and 6 are not to be completed by Provincial or Regional personnel.)

4. What type of school jurisdiction are you associated with?

a. County	572
b. Division	446
c. City District	750
d. Other District	117
e. Multi-District (sharing a Superintendent)	146

5. How many teachers does your jurisdiction employ?

a. fewer than 50	188
b. 51 - 200	939
c. 201 - 500	319
d. 501 - 1000	61
e. 1001 or more	482

6. Prior to 1970 did your school jurisdiction have a provincially appointed or locally appointed Superintendent?

a. provincially appointed	770
b. locally appointed	760
c. do not know	359

(NOTE: Questions 7-15, pages 3-4, are to be answered by Superintendents only.)

7. How old are you?

a. under 35	18
b. 36 - 40	17
c. 41 - 45	11
d. 46 - 50	18
e. 51 - 55	10
f. 56 - 60	6
g. over 60	4

8. How many years of professional (university) preparation have you had?

a. less than 5 years	1
b. 5 - 5.9 years	17
c. 6 - 6.9 years	50
d. 7 - 7.9 years	6
e. 8 or more years	9

9. Where did you do your most recent post-graduate work?

a. University of Alberta	42
b. University of Calgary	8
c. Other Canadian University	2
d. An American University	29
e. Other (please specify)	1

10. How adequate was your post-graduate work as preparation for the Superintendency?

a. excellent	17
b. reasonably adequate	53
c. of very little use	13

Please explain ______________________________

____

11. Do you plan to extend your level of formal professional education?

a. yes	45
b. no	38

12. If question #11 was answered "yes", what is the level of professional education you hope to achieve?

a. Master's Degree in Business Administration	3
b. Master's Degree in Educational Administration	11
c. Other Master's Degree	0
d. Graduate Diploma	2
e. Doctorate Degree	26
f. Other (specify)	5

13. What formal designation has been given to you by your Board?

a. Chief Executive Officer	42
b. Executive Officer (Education)	33
c. Not clarified (other than Superintendent of Schools)	2
d. Other (specify)	8

14. In actual practice, how do you believe you function?

a. as Chief Executive Officer	40
b. as one of two Executive Officers	33
c. as a subordinate to another Executive Officer	11
d. other (specify)	3

15. If you had your choice, what position would you choose?

	Today	Within the Next 5 Years
a. present position	64	26
b. comparable position with another school system	4	7
c. superintendency with a larger school system	14	21
d. teacher	0	3
e. principal	1	1
f. staff member with the Department of Education	2	10
g. university or college teaching	2	7
h. other (specify)	3	10

SUPERINTENDENTS' RATING OF POST-GRADUATE WORK BY UNIVERSITY LOCATION

	Excellent	Reasonably Adequate	Of Little Use	No Response	TOTAL
University of Alberta	7	30	6	3	46
University of Calgary	0	6	3	2	11
Other Canadian Universities	0	1	2	1	4
An American University	10	15	3	1	29
Other	0	1	0	0	1

SECTION II: RESPONSIBILITIES AND RELATIONSHIPS

Listed below are numerous areas for decision-making in education. For each area you are asked to indicate what you believe the situation "IS" and what you believe it "SHOULD BE" in your school system. For each of the WHAT IS and WHAT SHOULD BE columns you are asked to indicate who you think is "RESPONSIBLE" for the decision and who you think *most* *"INFLUENCES" the decision. If your school jurisdiction is operated by a county, please use letters A to J for your responses. If your school jurisdiction is not operated by a county, please use letters P to V for your responses.*

RESPONSE KEY

County System

A Reeve
B Chairman of School Committee
C County Council
D School Committee
E Secretary-Treasurer of the County
F School Committee Secretary
G Superintendent of Schools
H Superintendent's Assistants (eg. Consultant, Director of Instruction, etc.)
I School Principal(s)
J Other ____________________ (specify)

Division or District

P School Board Chairman
Q Board Secretary-Treasurer
R School Board
S Superintendent of Schools
T Superintendent's Assistants (eg. Consultant, Director of Instruction, etc.)
U School Principal(s)
V Other ____________________ (specify)

EXAMPLE: (Assume the respondent is from a county system.)

ITEMS FOR DECISION	WHAT IS		WHAT SHOULD BE	
	RESPONSIBLE	INFLUENCES	RESPONSIBLE	INFLUENCES
Who decides what color the pencils to be purchased for schools will be?	A	E	D	G

The responses in the example indicate that the person responding *believes* *that the Reeve decides what color the pencils will be and is* *most influenced* *in making that decision by the Secretary-Treasurer of the County. However, the person responding believes that the School Committee* *should* *make the decision and* *should be most influenced* *in making the decision by the Superintendent of Schools.*

RESPONSE KEY

County System

A Reeve
B Chairman of School Committee
C County Council
D School Committee
E Secretary-Treasurer of the County
F School Committee Secretary
G Superintendent of Schools
H Superintendent's Assistants
I School Principal(s)
J Other ________________
(specify)

Division or District

P School Board Chairman
Q Board Secretary-Treasurer
R School Board
S Superintendent of Schools
T Superintendent's Assistants
U School Principal(s)
V Other ________________
(specify)

ITEMS FOR DECISION	WHAT IS		WHAT SHOULD BE	
	RESPONSIBLE	INFLUENCES	RESPONSIBLE	INFLUENCES
Staff 1. Who decides how many teachers to hire?				
2. Who decides which teachers to hire?				
3. Who decides whether or not to employ an assistant superintendent?				
4. Who decides on the specific person to be employed as: a. Superintendent				
b. Assistant Superintendent				
c. Secretary-Treasurer				
5. Who makes (or would make) the decision to terminate the contract of a teacher?				
School Equipment & Supplies 1. Who decides what equipment will be provided to schools?				
2. Who does the purchasing for the jurisdiction?				

RESPONSE KEY

County System	*Division or District*
A Reeve	*P School Board Chairman*
B Chairman of School Committee	*Q Board Secretary Treasurer*
C County Council	*R School Board*
D School Committee	*S Superintendent of Schools*
E Secretary-Treasurer of the County	*T Superintendent's Assistants*
F School Committee Secretary	*U School Principal(s)*
G Superintendent of Schools	*V Other ______________ (specify)*
H Superintendent's Assistants	
I School Principal(s)	
J Other ______________ (specify)	

ITEMS FOR DECISION	WHAT IS		WHAT SHOULD BE	
	RESPONSIBLE	INFLUENCES	RESPONSIBLE	INFLUENCES
3. Who has the authority to scale down an order for supplies from a particular school?				
Budget 1. Who approves the final budget for the coming year for the jurisdiction?				
2. Who decides what part of the budget will be spent on library books?				
3. Who controls expenditures to make sure that they are kept within the budget?				
School Operation 1. Who decides on which courses will be offered in the jurisdiction's high schools?				
2. Who approves the introduction of new (and possibly experimental) courses to the schools?				

RESPONSE KEY

County System

A Reeve
B Chairman of School Committee
C County Council
D School Committee
E Secretary-Treasurer of the County
F School Committee Secretary
G Superintendent of Schools
H Superintendent's Assistants
I School Principal(s)
J Other ____________________
(specify)

Division or District

P School Board Chairman
Q Board Secretary Treasurer
R School Board
S Superintendent of Schools
T Superintendent's Assistants
U School Principal(s)
V Other ____________________
(specify)

ITEMS FOR DECISION	WHAT IS		WHAT SHOULD BE	
	RESPONSIBLE	INFLUENCES	RESPONSIBLE	INFLUENCES
3. Who is responsible for assessing the competence of teachers?				
4. Who decides which school in the jurisdiction a student shall attend?				
Policy 1. Who decides the number of classrooms to be repainted each year?				
2. Who decides policy on school attendance?				
3. Who decides transportation policy for athletic teams?				
4. Who decides the policy on school closure because of cold weather, storms, etc.?				
5. Who decides the superintendent's allocation of duties or his job description?				
6. Who makes financial reports to the Department of Education?				

COMPARISON OF OVERALL RANKING OF POSITIONS[1] NAMED AS RESPONSIBLE FOR AND INFLUENCING IN SPECIFIED DECISION-MAKING AREAS (IS AND SHOULD BE)

COUNTIES

	STAFF				SCHOOL EQUIP. AND SUPPLIES				BUDGET				SCHOOL OPERATIONS				POLICY			
	Respon.		Influ.		Respon.		Influ.		Respon.		Influ.		Respon.		Influ.		Respon.		Influ.	
	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug.
Reeve																				
Chairman of School Committee																				
County Council	3	3	3						3											
School Committee	1	1	2	3	1	2	3	3	1	1	2	3	2	2			1	1	3	3
Secretary-Treasurer/County					3						3						3			
School Committee Secretary																				
Superintendent	2	2	1	1	2	1	1	2	2	2	1	1	1	1	1	2	2	2	1	1
Assistant Superintendent															3	3				
Principals				2		3	2	1		3		2	3	3	2	1		3	2	2
Others																				

---

1. 1. *Position most frequently named.*
   2. *Second most frequently named.*
   3. *Third most frequently named.*

SUMMARY OF WHO "IS" RESPONSIBLE AND "DOES" INFLUENCE THE FIVE ITEMS RELATED TO POLICY

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*																					
	Reeve		Chairman of School Comm.		County Council		School Comm.		Sec.-Tres./Co.		School Comm. Secretary		Superintendent		Assistant Superintendent		Principals		Others		No Response	
	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences
CHAIRMAN			2		1		89	12	11		4		16	31		21	5	19	6	4		
TRUSTEE	3	6	9	7	12	5	536	60	59	3	46	6	102	211	12	69	48	151	30	16		
SECRETARY-TREASURER	1	1				1	54	7	13	3	6		12	24		9	2	18	6	6		
SUPERINTENDENT		2		2	1		108	3	16		8		20	56	3	31	4	48	10	3		
ASSISTANT SUPERINTENDENT		1		1		2	62	11	10	1	4		22	26	7	21	7	24	7	1		
REGIONAL OFFICE					1		15		5	1	1	1	1	9		1		4	1	1		
PRINCIPAL		1	2	2	5		87	8	11		6	1	20	37	7	17	11	4	11	10		
TEACHER	23	18	26	9	105	34	539	95	137	5	10	2	170	214	30	122	79	282	22	45		
OTHER	1		2		5		30	9	5		3	1	24	24	2	9	7	16	2	2		
VICE-PRINCIPAL					4		19	3	4		1		6	7		4	1	9	1	2		
TOTALS:	28	29	41	21	134	42	1539	208	271	13	89	11	393	639	61	304	164	575	96	90		

Responsible
Influences

SUMMARY OF WHO "OUGHT TO BE RESPONSIBLE" AND WHO "OUGHT TO INFLUENCE" THE FIVE ITEMS RELATED TO POLICY

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*																					
	Reeve		Chairman of School Comm.		County Council		School Comm.		Sec.-Tres./Co.		School Comm. Secretary		Superintendent		Assistant Superintendent		Principals		Others		No Response	
	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences
CHAIRMAN		3	2				54	9	6	6	3	3	15	37		5	1	10	3	2		
TRUSTEE	5	8	6	20	10	4	433	90	55	30	44	27	57	261	10	25	41	93	19	54		
SECRETARY-TREASURER		1		1	1	3	51	15	14	12	4	4	12	31		2	1	18	6	3		
SUPERINTENDENT	2	2	2	1	1		102	11	15	10	8	4	28	108	3	22	5	37	7	8		
ASSISTANT SUPERINTENDENT	1	1					63	25	8	4	7	1	23	62	10	6	8	21	6	6		
REGIONAL OFFICE			6	3			43	5	7	3	3	2	8	41		2	1	12	2	6		
PRINCIPAL		2	1	4	5	4	80	19	141	5	15	3	121	52	34	17	251	57	34	16		
TEACHER	15	24	27	57	99	80	574	157	141	57	15	28	221	276	34	66	251	365	34	132		
OTHER		4	2	5	4	1	34	18	4	1	4	5	34	24	3	16	12	27	2	10		
VICE-PRINCIPAL	1		1		1	2	19	6	3	1	1		8	10		1	5	13	3	9		
TOTALS:	24	45	47	100	121	94	1453	355	344	129	104	77	527	902	94	162	576	659	116	246		

Responsible
Influences

SUMMARY OF WHO "IS" RESPONSIBLE AND "DOES" INFLUENCE THE FOUR ITEMS RELATED TO SCHOOL OPERATIONS

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*										
	Reeve	Chairman of School Comm.	County Council	School Comm.	Sec.-Tres./Co.	School Comm. Secretary	Superintendent	Assistant Superintendent	Principals	Others	No Response
CHAIRMAN				33 12	1	1	43 31	11 21	9 19	1 4	
TRUSTEE	4	2 7	3 5	205 60	3 3	3 6	281 211	25 69	73 151	6 16	
SECRETARY-TREASURER	 1		 1	19 7	1 3		33 24	3 9	7 18	1 6	
SUPERINTENDENT	 2	 2	1	43 3			55 56	6 31	17 48	 3	
ASSISTANT SUPERINTENDENT	 1	 1	 2	20 11	 1		41 26	19 21	9 24	1 1	
REGIONAL OFFICE				9	 1	 1	5 9	1 1	4 4	 1	
PRINCIPAL				33		 1	47 37	9 17	28 41	1 10	
TEACHER	13 18	9 9	47 34	191 95	3 5	 2	390 214	108 122	124 282	18 45	
OTHER		 1	4	19 9		 1	19 24	6 9	6 16	 2	
VICE-PRINCIPAL			1	6 3			13 7	5 4	4 9	 2	
TOTALS:	17 22	11 20	56 42	578 200	8 13	4 11	927 639	193 304	281 612	28 90	

Responsible
Influences

SUMMARY OF WHO "OUGHT TO BE RESPONSIBLE" AND WHO "OUGHT TO INFLUENCE" THE FOUR ITEMS RELATED TO SCHOOL OPERATIONS

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*																							
	Reeve		Chairman of School Comm.		County Council		School Comm.		Sec.-Tres./Co.		School Comm. Secretary		Superintendent		Assistant Superintendent		Principals		Others		No Response	
	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences
CHAIRMAN		1					23	10			1		38	24	4	11	3	14		3		
TRUSTEE		3		7	3	5	187	63	2	2	1	1	217	197	18	52	57	142	6	15		
SECRETARY-TREASURER						1	19	8		3		1	34	19	2	6	3	20	1	5		
SUPERINTENDENT					1		41	6					56	54	6	28	18	48		5		
ASSISTANT SUPERINTENDENT					1	2	19	11					39	27	19	25	10	24	1	1		
REGIONAL OFFICE			2	3	1	1	17	3		1	2		13	25	2	11	11	10	1			
PRINCIPAL		4			2		33	10					42	38	10	14	29	50	2	9		
TEACHER	15	15	11	6	43	26	193	79	5	5	2	2	388	255	77	112	268	383	32	120		
OTHER		1			4		17	6				1	30	22	8	12	8	26		3		
VICE-PRINCIPAL							5	4					12	9	5	3	8	7		3		
TOTALS:	15	24	13	16	55	35	554	200	7	11	6	5	869	670	151	274	415	724	43	164		

Responsible
Influences

SUMMARY OF WHO "IS" RESPONSIBLE AND WHO "DOES" INFLUENCE THE THREE ITEMS RELATED TO BUDGET

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*																					
	Reeve		Chairman of School Comm.		County Council		School Comm.		Sec.-Tres./Co.		School Comm. Secretary		Superintendent		Assistant Superintendent		Principals		Others		No Response	
	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences
CHAIRMAN					9	2	28	9	7	8	4	5	25	31	3	10	3	10	1	2		
TRUSTEE	4	4		6	45	4	218	76	47	76	28	39	74	157	8	26	23	28	1	6		
SECRETARY-TREASURER		1		1	8		17	10	9	11	4	1	10	21		6	2	3	1	1		
SUPERINTENDENT				1	12		31	9	9	16	5	3	27	47	2	14	10	12	2	3		
ASSISTANT SUPERINTENDENT			1		4		19	7	5	8	2	1	20	32	8	9	4	8	2	2		
REGIONAL OFFICE					3		4	2	2	3		1	1	5		1	1		1	1		
PRINCIPAL	1	1		7	8	4	41	8	11	6	1	4	11	37	2	13	10	6	1	5		
TEACHER	26	29	13	31	164	44	197	117	97	66	10	2	79	169	26	40	43	61	3	22		
OTHER		1	1	1	6	3	17	8	4	2		3	6	17	3	3	4	4		2		
VICE-PRINCIPAL			1		2		8	5	4	3			4	8	1		4	4		1		
TOTALS:	31	36	16	47	201	62	580	251	195	199	54	59	257	524	53	122	104	136	12	45		

Responsible
Influences

SUMMARY OF WHO "OUGHT TO BE RESPONSIBLE" AND WHO "OUGHT TO INFLUENCE" THE THREE ITEMS RELATED TO BUDGET

POSITION OF RESPONDENT		*POSITION OF INFLUENCE AND RESPONSIBILITY*										
		Reeve	Chairman of School Comm.	County Council	School Comm.	Sec.-Tres./Co.	School Comm. Secretary	Superintendent	Assistant Superintendent	Principals	Others	No Response
CHAIRMAN	Responsible			2	25	2	2	18	2	3	1	
	Influences				4	6	4	29	6	5		
TRUSTEE	Responsible	2	2	26	192	38	26	51	6	20		
	Influences	3	5	9	64	63	37	150	26	26	6	
SECRETARY-TREASURER	Responsible		1	8	15	10	3	9		1	1	
	Influences			1	9	13	2	19	3	4	1	
SUPERINTENDENT	Responsible			3	34	5	5	32	2	11	1	
	Influences	1			3	14	2	49	12	15	2	
ASSISTANT SUPERINTENDENT	Responsible			1	22	4	2	22	8	5	1	
	Influences				5	5	2	31	11	9	3	
REGIONAL OFFICE	Responsible		1	3	12	4	2	9		3		
	Influences				3	4	3	15	1	4	3	
PRINCIPAL	Responsible	1		7	36	7	2	18	1	14		
	Influences	1	2	5	8	6	3	33	14	20	6	
TEACHER	Responsible	15	9	93	235	101	10	104	43	116	14	
	Influences	12	18	40	101	61	7	217	48	139	81	
OTHER	Responsible			7	15	4	2	10	3	6		
	Influences	1		2	10	2	2	16	2	12	3	
VICE-PRINCIPAL	Responsible	1	1		8	1		2	2	10		
	Influences				1	3		8		6	4	
TOTALS:	Responsible	19	14	150	594	176	54	275	67	189	18	
	Influences	18	25	57	208	177	62	567	123	240	109	

Responsible
Influences

SUMMARY OF WHO "IS" RESPONSIBLE AND WHO "DOES" INFLUENCE THE THREE ITEMS RELATED TO EQUIPMENT AND SUPPLIES

POSITION OF RESPONDENT		*POSITION OF INFLUENCE AND RESPONSIBILITY*										
		Reeve	Chairman of School Comm.	County Council	School Comm.	Sec.-Tres./Co.	School Comm. Secretary	Superintendent	Assistant Superintendent	Principals	Others	No Response
CHAIRMAN	Responsible			2	22	8	3	31	3	2	5	
	Influences			2	12	9	2	23	9	10	3	
TRUSTEE	Responsible	4		4	163	48	39	113	23	19	33	
	Influences	3	2	2	75	30	23	168	24	66	9	
SECRETARY-TREASURER	Responsible				8	14	5	18	2	2	5	
	Influences				6	6	4	23	5	8	2	
SUPERINTENDENT	Responsible		1		13	8	6	51	4	2	9	
	Influences	1	2		6	9	5	30	18	32	1	
ASSISTANT SUPERINTENDENT	Responsible			1	4	5	3	27	8	3	12	
	Influences				6	2	3	15	19	19	1	
REGIONAL OFFICE	Responsible				2	2	2	4			3	
	Influences					2		6	2	3	1	
PRINCIPAL	Responsible			1	26	20	3	26	4	4	6	
	Influences	1		2	9	11	2	24	18	24	6	
TEACHER	Responsible	5	8	31	168	186	26	128	49	51	19	
	Influences	24	24	37	105	92	12	167	53	108	28	
OTHER	Responsible			2	15	7	4	6	4	4		
	Influences			3	8	9	4	16	5	3	4	
VICE-PRINCIPAL	Responsible			2	3	6		5	1	4		
	Influences			1	6	1	2	4		6	2	
TOTALS:	Responsible	9	9	43	424	304	91	409	98	91	92	
	Influences	29	28	47	233	171	57	476	153	276	57	

Responsible
Influences

SUMMARY OF WHO "OUGHT TO BE RESPONSIBLE" AND WHO "OUGHT TO INFLUENCE" THE THREE ITEMS RELATED TO EQUIPMENT AND SUPPLIES

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*																					
	Reeve		Chairman of School Comm.		County Council		School Comm.		Sec.-Tres./Co.		School Comm. Secretary		Superintendent		Assistant Superintendent		Principals		Others		No Response	
	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences	Responsible	Influences
CHAIRMAN					1	1	19	6	4	4	3	2	22	24	2	5	1	10	4	1		
TRUSTEE	3	2		1	2	2	143	71	35	25	35	14	80	152	19	23	18	62	23	10		
SECRETARY-TREASURER							6	6	14	6	5	6	16	22		4	2	5	6	2		
SUPERINTENDENT							11	5	6	3	6	7	48	29	3	20	4	32	8	1		
ASSISTANT SUPERINTENDENT					1	1	3	4	3	1	2	2	29	16	7	21	6	22	11			
REGIONAL OFFICE			2				8		3	2	5	4	9	14	3	5	3	8	2	2		
PRINCIPAL		1				2	22	4	9	7	2	2	29	24	5	11	9	42	5	3		
TEACHER	1	13	7	17	21	21	162	88	140	62	22	5	146	142	62	48	185	268	34	115		
OTHER		2			2	1	14	6	8	4	3	4	14	14	3	8	6	14		7		
VICE-PRINCIPAL					1		3	2	6				4	5	2		6	11	1	4		
TOTALS:	4	18	9	16	28	28	391	192	228	114	83	46	397	442	106	145	240	474	94	145		

Responsible
Influences

SUMMARY OF WHO "IS" RESPONSIBLE AND WHO "DOES" INFLUENCE THE FIVE ITEMS RELATED TO STAFF

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*										
	Reeve	Chairman of School Comm.	County Council	School Comm.	Sec.-Tres./Co.	School Comm. Secretary	Superintendent	Assistant Superintendent	Principals	Others	No Response
CHAIRMAN	/ 3	/ 1	14 / 3	101 / 23	1 / 7		34 / 72	3 / 7	/ 11	1 / 3	
TRUSTEE	6 / 23	5 / 34	72 / 31	668 / 167	9 / 22	/ 5	225 / 440	26 / 33	3 / 53	5 / 24	
SECRETARY-TREASURER	/ 6	/ 4	16 / 4	68 / 22	/ 8	/ 1	23 / 51	2 / 7	/ 7		
SUPERINTENDENT	1 / 9	1 / 3	24 / 4	133 / 22	/ 17	1 / 1	40 / 112	3 / 7	/ 28	1 / 9	
ASSISTANT SUPERINTENDENT	1 / 7	/ 1	12 / 4	82 / 21	/ 3	35 /	7 / 65	/ 19	/ 15	/ 2	
REGIONAL OFFICE	1 /	1 / 5	1 / 2	18 / 6		/ 2	7 / 20	2 / 1	/ 1	/ 1	
PRINCIPAL	1 / 8	2 / 10	20 / 8	110 / 30	1 / 5	/ 1	41 / 75	8 / 13	3 / 31	6 / 9	
TEACHER	45 / 99	46 / 123	281 / 136	725 / 292	5 / 23	1 / 1	442 / 475	94 / 96	14 / 250	9 / 32	
OTHER	2 / 1	/ 3	16 / 3	58 / 22	/ 2	/ 1	16 / 44	6 / 8	/ 14		
VICE-PRINCIPAL	/ 2	1 /	8 / 1	24 / 7			7 / 22	3 / 2	2 / 8	/ 2	
TOTALS:	57 / 158	56 / 184	464 / 196	198 / 612	16 / 87	37 / 12	842 / 1376	147 / 193	22 / 418	22 / 82	/ -

Responsible / Influences

SUMMARY OF WHO "OUGHT TO BE RESPONSIBLE" AND WHO "OUGHT TO INFLUENCE" THE FIVE ITEMS RELATED TO STAFF

POSITION OF RESPONDENT	*POSITION OF INFLUENCE AND RESPONSIBILITY*										
	Reeve	Chairman of School Comm.	County Council	School Comm.	Sec.-Tres./Co.	School Comm. Secretary	Superintendent	Assistant Superintendent	Principals	Others	No Response
CHAIRMAN	/ 3		10 / 2	87 / 16	/ 2		26 / 68	2 / 6	/ 11	1 / 1	
TRUSTEE	7 / 14	3 / 24	56 / 25	540 / 178	7 / 17	1 / 2	192 / 369	20 / 34	2 / 64	4 / 28	
SECRETARY-TREASURER	/ 6	/ 2	12 / 7	73 / 15	/ 12	/ 2	18 / 52	/ 4	/ 6		
SUPERINTENDENT	/ 4	/ 5	20 / 4	130 / 30	/ 7	1 / 1	49 / 115	2 / 9	2 / 28	/ 7	
ASSISTANT SUPERINTENDENT	/ 2	/ 2	10 /	77 / 23	/ 1		40 / 64	10 / 22	/ 19	/ 4	
REGIONAL OFFICE	/ 1	3 / 3	7 / 1	48 / 17	/ 1		21 / 44	3 / 4	4 / 9	/ 6	
PRINCIPAL	/ 9	3 / 9	20 / 6	100 / 25			42 / 67	6 / 21	11 / 61	/ 6	
TEACHER	40 / 78	41 / 82	232 / 136	698 / 256	5 / 13	2 / 2	510 / 449	86 / 106	177 / 502	21 / 101	
OTHER	2 / 3	/ 3	16 / 1	58 / 17	/ 2	/ 1	27 / 42	7 / 6	/ 30	/ 3	
VICE-PRINCIPAL	/ 1	/ 1	5 /	27 / 4			9 / 19	3 / 3	5 / 15	/ 5	
TOTALS:	49 / 121	50 / 131	388 / 182	1838 / 581	12 / 55	4 / 8	934 / 1289	139 / 215	201 / 745	26 / 161	

Responsible / Influences

COMPARISON OF OVERALL RANKING OF POSITIONS RESPONSIBLE FOR AND INFLUENCING IN SPECIFIED DECISION-MAKING AREAS (IS AND SHOULD BE)

ALL JURISDICTIONS EXCEPT COUNTIES

	STAFF				SCHOOL EQUIP. AND SUPPLIES				BUDGET				SCHOOL OPERATIONS				POLICY			
	Respon.		Influ.		Respon.		Influ.		Respon.		Influ.		Respon.		Influ.		Respon.		Influ.	
	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug	Is	Oug
School Board Chairman																				
School Board Sec.-Tres.					1	2			2	2	2	3					3			
School Board	1	1	3	3	2		3		1	1	3		2	2			1	1	3	3
Superintendent	2	2	1	1	3	3	2	2	3	3	1	1	1	1	2	2	2	2	1	1
Assistant Superintendent	3														3					
Principals		3	2	2		1	1	1			3	2	3	3	1	1		3	2	2
Others								3								3				

1. *Position most frequently named.*
2. *Position second most frequently named.*
3. *Position third most frequently named.*

DIVISIONS AND DISTRICTS

SUMMARY OF WHO "IS" AND WHO "OUGHT TO" BE RESPONSIBLE FOR AND INFLUENCE ITEMS RELATING TO STAFF

POSITION OF RESPONDENT	POSITION OF RESPONSIBILITY AND INFLUENCE															
	"Is"								"Ought"							
	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response
CHAIRMAN	14 / 13	/ 11	252 / 62	86 / 185	2 / 25	1 / 43	16 / 15	/	14 / 11	/ 7	228 / 59	79 / 174	1 / 26	3 / 46	15 / 15	/
TRUSTEE	16 / 39	1 / 26	911 / 202	276 / 638	26 / 66	20 / 185	9 / 29	/	12 / 41	2 / 31	895 / 195	265 / 636	22 / 69	15 / 192	7 / 36	/
SECRETARY-TREASURER	4 / 11	1 / 13	284 / 50	89 / 230	4 / 11	3 / 56	11 / 8	/	7 / 7	1 / 16	296 / 59	88 / 230	4 / 11	3 / 61	11 / 8	/
SUPERINTENDENT	2 / 21	/ 15	280 / 38	94 / 224	12 / 42	/ 55	8 / 6	/	1 / 12	1 / 5	266 / 49	106 / 224	13 / 44	/ 65	7 / 6	/
ASSISTANT SUPERINTENDENT	5 / 12	1 / 6	168 / 34	60 / 133	22 / 32	1 / 38	2 / 5	/	1 / 9	/ 2	153 / 40	78 / 116	19 / 49	1 / 51	1 / 8	/
REGIONAL OFFICE	3 / 8	/ 7	79 / 10	27 / 61	6 / 9	1 / 17	4 / 5	/	3 / 8	/ 3	98 / 26	62 / 78	6 / 15	4 / 40	2 / 4	/
PRINCIPAL	5 / 24	/ 5	261 / 51	87 / 162	44 / 40	11 / 86	5 / 15	/	6 / 12	/ 7	234 / 62	124 / 165	37 / 50	27 / 137	7 / 17	/
TEACHER	208 / 511	28 / 207	3498 / 795	1185 / 1948	351 / 373	119 / 454	57 / 133	/	191 / 395	18 / 105	3218 / 825	1626 / 1855	267 / 434	762 / 1716	130 / 468	/
OTHER	11 / 21	1 / 10	246 / 43	65 / 147	46 / 43	7 / 60	4 / 9	/	16 / 19	/ 5	181 / 50	107 / 122	32 / 56	39 / 96	6 / 26	/
VICE-PRINCIPAL	5 / 6	/ 2	104 / 33	34 / 58	15 / 21	7 / 28	/ 4	/	1 / 2	/ 1	106 / 23	37 / 61	12 / 21	18 / 50	/ 12	/
TOTALS:	273 / 666	32 / 302	6088 / 1318	2003 / 3786	528 / 662	170 / 1522	121 / 229	/	252 / 516	22 / 181	5675 / 1388	2574 / 3666	413 / 775	872 / 2454	186 / 600	/

Responsible
Influences

DIVISIONS AND DISTRICTS

SUMMARY OF WHO "IS" AND WHO "OUGHT TO" BE RESPONSIBLE FOR AND INFLUENCE ITEMS RELATING TO BUDGET

POSITION OF RESPONDENT	*POSITION OF RESPONSIBILITY AND INFLUENCE*															
	"Is"								"Ought"							
	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response
CHAIRMAN	1 3	41 39	77 24	28 82	3 11	16 22	1 6		 4	36 39	77 24	28 83	2 9	17 19	1 5	
TRUSTEE	10 14	126 147	320 81	84 263	7 35	37 94	4 9		11 14	112 140	299 74	80 266	7 32	39 97	4 17	
SECRETARY-TREASURER		49 59	83 21	23 68	1 6	15 29	5 8		 2	48 60	82 20	22 83	3 8	16 32	5 9	
SUPERINTENDENT	 2	37 48	81 13	39 86	3 22	11 34	4 10			34 43	73 12	48 91	3 22	10 37	5 7	
ASSISTANT SUPERINTENDENT	1 2	26 22	42 13	19 58	9 18	15 10	3 5		1 1	25 19	39 8	22 58	6 14	14 14	3 7	
REGIONAL OFFICE	2 1	12 8	20 4	5 23	4 5	2 4	 3		2	19 10	26 6	16 39	6 12	5 12	1 3	
PRINCIPAL	4 2	33 25	80 12	17 65	11 28	37 35	8 25		3 5	34 23	77 9	19 61	12 31	42 51	9 28	
TEACHER	45 81	420 473	1073 312	282 591	133 228	190 247	33 141		54 42	420 377	972 314	435 631	151 261	456 563	80 379	
OTHER	3 3	25 26	71 13	21 57	18 25	13 9	2 12		3 3	18 23	63 13	32 63	16 21	26 23	3 21	
VICE-PRINCIPAL	 2	10 13	31 8	14 27	5 15	13 10	1 6			10 8	28 7	17 31	3 16	17 15	1 13	
TOTALS:	66 110	779 860	1872 501	532 1338	194 393	349 494	61 225		74 71	756 742	1736 487	719 1406	209 426	642 683	112 489	

Responsible
Influences

DIVISIONS AND DISTRICTS

SUMMARY OF WHO "IS" AND WHO "OUGHT TO" BE RESPONSIBLE FOR AND INFLUENCES ITEMS RELATING TO EQUIPMENT & SUPPLIES

POSITION OF RESPONDENT	*POSITION OF RESPONSIBILITY AND INFLUENCE*															
	"Is"								"Ought"							
	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response
CHAIRMAN	/ 5	60 / 19	39 / 41	39 / 60	/ 14	20 / 40	8 / 5	/	1 / 5	54 / 20	37 / 35	36 / 57	/ 12	14 / 38	7 / 7	/
TRUSTEE	6 / 9	158 / 93	184 / 102	126 / 187	22 / 35	61 / 171	21 / 22	/	8 / 10	154 / 95	177 / 108	115 / 188	24 / 34	55 / 168	19 / 22	/
SECRETARY-TREASURER	/ 1	59 / 38	43 / 18	51 / 55	4 / 11	26 / 62	6 / 14	/	/	62 / 38	42 / 20	48 / 60	7 / 11	23 / 62	8 / 11	/
SUPERINTENDENT	/ 3	53 / 33	22 / 6	62 / 47	16 / 36	17 / 51	11 / 13	/	/ 1	47 / 29	23 / 6	65 / 53	18 / 35	17 / 49	10 / 14	/
ASSISTANT SUPERINTENDENT	/	33 / 17	12 / 8	38 / 31	19 / 29	14 / 32	5 / 11	/	/	27 / 15	9 / 8	39 / 26	16 / 33	17 / 34	7 / 12	/
REGIONAL OFFICE	2 / 1	15 / 6	11 / 3	12 / 17	4 / 7	2 / 12	1 / 2	/	2 / 1	19 / 8	10 / 4	22 / 24	12 / 10	5 / 25	4 / 2	/
PRINCIPAL	1 / 1	33 / 22	31 / 16	32 / 35	29 / 25	50 / 57	13 / 34	/	1 / 1	29 / 24	24 / 23	36 / 31	33 / 22	60 / 66	15 / 38	/
TEACHER	36 / 60	611 / 326	597 / 410	325 / 395	317 / 199	232 / 525	121 / 183	/	34 / 36	496 / 240	445 / 297	436 / 359	312 / 219	714 / 900	195 / 540	/
OTHER	1 / 1	31 / 22	27 / 13	24 / 36	47 / 23	14 / 39	11 / 12	/	1 /	23 / 9	15 / 9	26 / 29	49 / 24	38 / 61	10 / 29	/
VICE-PRINCIPAL	/ 1	14 / 6	12 / 18	11 / 14	17 / 12	7 / 16	8 / 7	/	1 / 1	13 / 6	11 / 9	13 / 14	13 / 7	19 / 33	7 / 10	/
TOTALS:	46 / 82	1067 / 583	478 / 635	720 / 877	475 / 391	443 / 1005	205 / 303	/	48 / 55	924 / 484	793 / 519	836 / 841	488 / 407	962 / 1436	282 / 685	/

Responsible
Influences

DIVISIONS AND DISTRICTS

SUMMARY OF WHO "IS" AND WHO "OUGHT TO" BE RESPONSIBLE FOR AND INFLUENCES ITEMS RELATING TO SCHOOL OPERATIONS

POSITION OF RESPONDENT	*POSITION OF RESPONSIBILITY AND INFLUENCE*															
	"Is"								"Ought"							
	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response
CHAIRMAN	3	 4	64 25	96 74	12 29	20 69	7 13			 4	76 20	86 75	10 30	21 65	2 14	
TRUSTEE	3 4	2 7	235 77	347 277	33 89	100 273	24 27		3 3	3 5	234 83	321 271	28 90	91 283	22 30	
SECRETARY-TREASURER	 4	1 3	81 20	94 103	5 18	29 78	10 8		2 2	2 2	88 19	92 109	4 20	22 81	8 10	
SUPERINTENDENT	2 2	3 7	76 14	93 96	20 51	37 82	5 8		2 1	2	77 13	90 98	19 47	35 87	4 7	
ASSISTANT SUPERINTENDENT	 1	 2	41 12	54 53	31 45	23 52	6 6			 1	38 8	57 50	28 51	23 51	4 12	
REGIONAL OFFICE	1		22 2	18 27	11 16	10 17	1 5		1	1	30 5	45 35	12 23	11 42	2 7	
PRINCIPAL	 3	1 1	69 19	67 84	34 34	67 79	9 28		 3	2 1	58 14	78 79	32 40	82 87	8 42	
TEACHER	31 67	12 28	923 262	1070 771	294 464	540 978	92 236		58 47	12 13	785 232	1207 994	289 454	1029 1303	214 680	
OTHER	1 1	1 2	59 12	54 40	33 54	46 71	11 15		3	 2	37 13	72 42	37 51	67 75	14 41	
VICE-PRINCIPAL	 2	 1	24 5	35 22	16 18	18 36	6 11				17 4	34 22	16 17	27 44	10 17	
TOTALS:	41 84	20 55	1594 448	1928 1547	489 618	890 1735	171 357		69 56	22 28	1440 411	2082 1575	475 823	1408 2118	288 860	

Responsible
Influences

DIVISIONS AND DISTRICTS

SUMMARY OF WHO "IS" AND WHO "OUGHT TO" BE RESPONSIBLE FOR AND INFLUENCES ITEMS RELATING TO POLICY

POSITION OF RESPONDENT	POSITION OF RESPONSIBILITY AND INFLUENCE															
	"Is"								"Ought"							
	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response	School Board Chairman	Board Sec.-Tres.	School Board	Superintendent	Assistant Superintendent	Principal	Other	No Response
CHAIRMAN	7 / 8	46 / 15	181 / 49	41 / 140	5 / 15	21 / 68	13 / 21		5 / 6	50 / 15	174 / 48	40 / 133	5 / 15	20 / 69	13 / 19	
TRUSTEE	20 / 36	166 / 60	659 / 137	134 / 469	16 / 63	75 / 280	39 / 49		19 / 38	157 / 70	620 / 136	133 / 461	13 / 63	65 / 285	39 / 50	
SECRETARY-TREASURER	7 / 11	61 / 32	225 / 37	22 / 154	3 / 3	13 / 76	18 / 19		4 / 10	60 / 31	215 / 43	23 / 139	2 / 5	10 / 75	18 / 19	
SUPERINTENDENT	4 / 14	65 / 25	176 / 23	49 / 186	10 / 33	12 / 72	22 / 15		2 / 7	57 / 28	177 / 23	46 / 186	11 / 31	16 / 72	16 / 16	
ASSISTANT SUPERINTENDENT	1 / 6	43 / 13	108 / 26	48 / 110	9 / 38	12 / 51	7 / 11		1 / 1	39 / 16	103 / 24	44 / 112	10 / 37	12 / 53	12 / 7	
REGIONAL OFFICE	5 / 1	12 / 8	44 / 6	12 / 45	8 / 8	2 / 17	3 / 5		6 / 5	21 / 11	75 / 12	25 / 74	8 / 17	6 / 29	4 / 7	
PRINCIPAL	5 / 16	46 / 19	177 / 41	44 / 123	21 / 46	43 / 95	10 / 21		4 / 14	47 / 20	159 / 51	66 / 117	23 / 46	64 / 97	10 / 40	
TEACHER	127 / 218	451 / 269	2124 / 614	616 / 1090	227 / 297	368 / 803	110 / 299		167 / 203	530 / 270	2084 / 684	897 / 1106	26[illegible] / 383	459 / 1395	153 / 616	
OTHER	1 / 7	37 / 18	133 / 23	61 / 100	29 / 36	18 / 48	13 / 28		4 / 10	39 / 18	113 / 33	94 / 85	25 / 50	39 / 8[illegible]	10 / 37	
VICE-PRINCIPAL	1 / 5	18 / 9	65 / 17	31 / 40	9 / 17	9 / 19	2 / 11		1 / 5	17 / 8	61 / 14	27 / 37	4 / 12	19 / 35	8 / 18	
TOTALS:	178 / 322	945 / 468	3892 / 973	1058 / 2457	337 / 556	573 / 1517	237 / 479		213 / 299	1017 / 487	3781 / 1068	1395 / 2450	363 / 659	1210 / 2193	283 / 829	

Responsible
Influences

SECTION III: CONDITIONS OF EMPLOYMENT

(Respondents are reminded that, even though they may not know the answers in Column 1 -- what is, they are nevertheless encouraged to deal with Column 2 -- what should be.)

A. Selection

1. Who is and who should be involved in the selection of the Superintendent?

	WHAT IS	WHAT SHOULD BE
a. Members of the School Board	*1153*	*796*
b. Secretary-Treasurers	*98*	*78*
c. Representatives of Principals	*45*	*296*
d. Representatives of Teachers	*24*	*259*
e. Members of the public	*16*	*89*
f. Personnel Consultant	*32*	*99*
g. Combination of above (specify)		
h. Other (specify)		

Most frequent combination in "what is" column (g.) was School Board, Representatives of Principals, Secretary-Treasurer and Personnel Consultant.

Most frequent combination in "ought" column was School Board, Representatives of Principals, Representatives of Teachers and Personnel Consultant.

B. Contracts

1. What type of contract does exist (what is) and should exist (what should be) between the School Board and the Superintendent in your school jurisdiction.

	Supt.'s Responses Only WHAT IS	*Total Population* WHAT SHOULD BE
a. none	*9*	*50*
b. verbal agreement	*1*	*13*
c. a Minute in school system records	*11*	*70*
d. a formal document	*55*	*1786*
e. other (specify)	*1*	*29*

2. Which of the following items are included in a Superintendent's contract of employment, if one exists, and should be included if you agree that one should exist?

	Supt.'s Responses Only WHAT IS	*Total Population* WHAT SHOULD BE
a. how salary is decided	*41*	*1654*
b. pension rights	*17*	*1540*

(continued)

	Supt.'s Responses Only WHAT IS	Total Population WHAT SHOULD BE
c. length of contract	40	1597
Termination Clause:		
d. for Board discretion	54	1586
e. for Superintendent discretion	53	1274
f. vacation	64	1675
g. severance pay	20	1247
h. sabbatical leave	29	1319
Benefits:		
i. automobile allowance	49	1158
j. house	4	362
k. expenses	41	1054
l. other (specify)		
m. other (specify)		

3. Which of the following is and should be the term of the contract of the Superintendent?

	WHAT IS	WHAT SHOULD BE
a. one year	6	196
b. two years	0	214
c. three years	3	330
d. four years	0	91
e. five years	5	241
f. over five years	0	33
g. continuous until terminated	64	866

4. Which of the following is and should be the notice of termination of service of a Superintendent?

	WHAT IS	WHAT SHOULD BE
a. immediate	1	55
b. one month's notice	11	519
c. three months' notice	41	661
d. six months' notice	9	609
e. other (specify)	10	151

5. Does and should the Superintendent's contract specify severance payment in settlement at the time of termination?

	WHAT IS	WHAT SHOULD BE
a. no severance pay	32	430
b. one month's salary	1	446
c. three months' salary	15	423
d. balance of contract time as salary	2	371
e. other (specify)	10	149

C. Salary

1. What is and what should be the salary of the Superintendent in your school jurisdiction?

	Supt.'s Responses Only WHAT IS	*Total Population* WHAT SHOULD BE
a. below $20,000	*0*	*76*
b. $20,000 - $25,000	*16*	*384*
c. $25,001 - $30,000	*28*	*598*
d. $30,001 - $35,000	*22*	*446*
e. $35,001 - $40,000	*1*	*250*
f. over $40,000	*1*	*163*

D. Opportunities for Professional Development

1. What opportunities, formal and informal, does and should the Superintendent in your school jurisdiction have for professional development?

	WHAT IS	WHAT SHOULD BE
a. None	*3*	*45*
b. Short-term leave (up to a week) upon request without pay, to attend conferences, etc.	*5*	*138*
c. Short-term leave, upon request with pay, to attend conferences, etc.	*24*	*567*
d. Short-term leave, upon request, with pay and travel/subsistence allowance, to attend conferences, etc.	*41*	*852*
e. Regular short-term leave, as a matter of policy, with full pay and expenses, to attend conferences, etc., at his own discretion	*38*	*586*
f. Occasional longer-term leave (from one to three months) with pay and expenses, for educational endeavors such as travel, visitations to other systems, short courses, etc.	*10*	*584*
g. other (specify)		
h. other (specify)		

2. *(FOR SUPERINTENDENTS ONLY)* To which of the following Canadian Associations do you belong?

a. C.A.S.S. *12*

b. Alberta Teachers' Association (Associate Member) *84*

c. Canadian Education Association *49*

d. Other (specify) ....

e. Other (specify) ....

3. *(FOR ALL OTHER RESPONDENTS)* To which of the following organizations should Superintendents belong?

a. C.A.S.S. *1088*

b. Alberta Teachers' Association *1095*

c. Canadian Education Association *119*

d. Other (specify) ....

e. Other (specify) ....

SECTION IV: THE SKILLS OF AN EFFECTIVE SUPERINTENDENT

1. The following skills might be considered necessary for the Superintendent. Please rate (by circling the appropriate number) each skill according to the level it is displayed and ought to be displayed by the Superintendent in your school system.

(Note: The lines under the "is" and "ought" connect the average responses of all respondents.)

	WHAT IS					WHAT OUGHT TO BE				
	Low				High	Low				High
	1	2	3	4	5	1	2	3	4	5
a. Leadership: The ability to initiate change.	1	2	3	4	5	1	2	3	4	5
b. Conflict-Resolution: The ability to mediate and resolve conflicts and disturbances.	1	2	3	4	5	1	2	3	4	5
c. Peer Relationships: The ability to establish and maintain effective relationships with colleagues.	1	2	3	4	5	1	2	3	4	5
d. Information Processing: The ability to create communication networks, to extract, validate and disseminate information.	1	2	3	4	5	1	2	3	4	5
e. Problem Solving: The ability to isolate a problem, to conceive of alternative solutions, to anticipate consequences, and to make good judgments.	1	2	3	4	5	1	2	3	4	5
f. Resource Acquisition: The ability to obtain for education its fair share of society's resources.	1	2	3	4	5	1	2	3	4	5
g. Resource Allocation: The ability to allocate resources efficiently -- i.e. to maximize benefits.	1	2	3	4	5	1	2	3	4	5
h. Entrepreneurial Skill: The ability to take reasonable risks and implement innovation.	1	2	3	4	5	1	2	3	4	5
i. Representation: The ability to represent, to articulate the case of the educational profession to the community.	1	2	3	4	5	1	2	3	4	5
j. Political Skills: The ability to maintain the general support of the community and to deal with special interest groups.	1	2	3	4	5	1	2	3	4	5
k. Other (specify)____________	1	2	3	4	5	1	2	3	4	5

2. Please indicate (by listing the letters) which three of the above skills you consider to be most important and which the least important.

MOST IMPORTANT		LEAST IMPORTANT	
1.	*Leadership*	1.	*Political Skills*
2.	*Problem Solving*	2.	*Entrepreneurial Skill*
3.	*Conflict Resolution*	3.	*Resource Acquisition*

SECTION V: FUNCTIONS OF THE EXECUTIVE

The following are examples of the various executive functions that are performed in a school system. Each function is stated with reference to the role of the locally employed superintendent. Please respond as follows:

1. *First, indicate whether or not the superintendent does perform the function himself, by checking one of these responses: YES; NO; DON'T KNOW.*
2. *Then, indicate whether you agree or disagree that the locally employed superintendent should perform the function himself, by circling one of the following: STRONGLY AGREE (SA); AGREE (A); UNDECIDED (U); DISAGREE (D); or STRONGLY DISAGREE (SD).*

EXAMPLE:

		DOES	SHOULD
Order and purchase pencils.	*Yes*	☐	*SA A U D [✓ SD]*
	No	☑	
	Don't know	☐	

This response indicates that the locally employed superintendent doesn't perform this task and that the respondent strongly disagrees that he should perform the task.

A. Educational Leadership

	DOES	SA	A	U	D	SD
1. Visit classrooms to improve instruction.	Yes 964	640	753	163	296	242
	No 847					
	Don't know 251					
2. Confer with teachers to improve instruction.	Yes 1136	807	917	95	177	111
	No 638					
	Don't know 293					
3. Organize in-service activities, study groups, projects, etc. aimed at improving the quality of instruction.	Yes 925	619	879	215	276	91
	No 636					
	Don't know 487					
4. Plan the development of new programs of instruction.	Yes 868	504	962	251	271	91
	No 527					
	Don't know 647					
5. Establish systematic long-range plans for educational development.	Yes 1142	949	889	153	53	26
	No 227					
	Don't know 669					

	DOES	SHOULD				
		SA	A	U	D	SD
6. Evaluate the programs of instruction offered by schools.	Yes 1135 No 294 Don't know 614	766	1024	132	113	61
7. Identify the educational aims and objectives of the school system.	Yes 1309 No 175 Don't know 543	453	916	117	49	44
B. Personnel Management						
1. Provide for the periodic evaluation of non-certificated personnel.	Yes 759 No 525 Don't know 729	443	936	262	274	130
2. Develop procedures for promotion within the school system.	Yes 780 No 445 Don't know 773	408	1022	340	178	84
3. Develop procedures for recruiting from outside the school system.	Yes 1151 No 207 Don't know 641	457	1107	298	125	61
4. Select and place principals.	Yes 1222 No 301 Don't know 481	506	1040	232	182	93
5. Provide for the periodic evaluation of teachers.	Yes 1207 No 315 Don't know 493	613	1046	159	181	92
6. Promote the general welfare of all personnel.	Yes 1065 No 301 Don't know 606	784	1046	142	54	30
7. Recommend the termination of employment of teaching personnel.	Yes 1241 No 181 Don't know 587	591	899	266	207	115

C. Pupil Personnel

DOES SHOULD

1. Provide for the safety of pupils.
Yes 804
No 446
Don't know 705
SA A U D SD
419 804 318 371 117

2. Develop a monitoring system to evaluate pupil achievement.
Yes 656
No 523
Don't know 799
SA A U D SD
329 806 347 444 116

3. Deal with cases of suspension or expulsion of pupils.
Yes 1164
No 362
Don't know 485
SA A U D SD
432 439 204 341 140

4. Plan and organize for the admission of beginning pupils.
Yes 803
No 593
Don't know 615
SA A U D SD
261 822 293 526 147

5. Provide students with information about vocational and educational opportunities.
Yes 484
No 893
Don't know 677
SA A U D SD
260 640 259 660 209

6. Establish and ensure that student records are accurate and complete.
Yes 582
No 658
Don't know 758
SA A U D SD
310 736 272 536 174

D. Business and Finance

1. Finalize and recommend annual budgets.
Yes 1019
No 346
Don't know 622
SA A U D SD
504 435 236 244 105

2. Determine resource allocation within the school jurisdiction.
Yes 1032
No 257
Don't know 654
SA A U D SD
404 1022 293 234 65

3. Participate in salary negotiations for all school related personnel.
Yes 458
No 945
Don't know 578
SA A U D SD
212 466 274 520 536

	DOES	SHOULD
4. Administer textbook rentals.	Yes 193 No 1251 Don't know 548	SA A U D SD 81 255 220 513 654
5. Prepare specifications for the purchase of supplies and equipment.	Yes 374 No 434 Don't know 676	SA A U D SD 107 461 299 706 446
6. Organize pupil transportation services.	Yes 424 No 559 Don't know 601	SA A U D SD 129 482 286 716 410

E. Public Relations

	DOES	SHOULD
1. Be responsible for communication between all components of the educational system.	Yes 1122 No 240 Don't know 597	SA A U D SD 697 1041 145 128 36
2. Interpret school board policy to the public.	Yes 1220 No 241 Don't know 526	SA A U D SD 756 1028 103 117 51
3. Maintain good relations with the local press and other forms of the news media.	Yes 1200 No 178 Don't know 598	SA A U D SD 711 1123 148 47 24
4. Give active support to worthy community efforts.	Yes 981 No 218 Don't know 768	SA A U D SD 428 1025 369 140 43
5. Provide information on curriculum development, instructional technology and methodology.	Yes 1055 No 265 Don't know 651	SA A U D SD 592 1105 210 105 31

F. Physical Facilities

	DOES	SHOULD
1. Formulate policy governing the use of school facilities by the staff and the public.	Yes 752 No 548 Don't know 696	SA A U D SD 301 839 327 448 130

	DOES	SHOULD				
2. Develop efficient and effective maintenance procedures for educational facilities.	Yes 511	SA	A	U	D	SD
		236	695	362	550	160
	No 671					
	Don't know 774					
3. Plan for the provision of adequate recreational facilities.	Yes 473	SA	A	U	D	SD
		209	805	364	478	156
	No 661					
	Don't know 825					
4. Select suitable school sites.	Yes 509	SA	A	U	D	SD
		232	747	378	459	164
	No 579					
	Don't know 836					
5. Estimate and plan for additional building needs within the school jurisdiction.	Yes 1021	SA	A	U	D	SD
		429	1090	240	184	64
	No 276					
	Don't know 667					
6. Develop efficient plant operation.	Yes 587	SA	A	U	D	SD
		254	753	391	463	133
	No 546					
	Don't know 810					

G. Executive Officer Functions

1. Develop long-range plans for the orderly growth and improvement of the school jurisdiction.	Yes 1123	SA	A	U	D	SD
		710	1101	131	49	14
	No 176					
	Don't know 676					
2. Plan the administrative organization of schools.	Yes 1050	SA	A	U	D	SD
		441	965	229	247	77
	No 285					
	Don't know 614					
3. Plan the administrative organization within the school jurisdiction.	Yes 1135	SA	A	U	D	SD
		541	1044	234	140	36
	No 187					
	Don't know 612					
4. Plan and organize educational committees throughout the school jurisdiction.	Yes 692	SA	A	U	D	SD
		287	882	432	306	70
	No 439					
	Don't know 823					

	DOES	SHOULD				
		SA	A	U	D	SD
5. Specify various administrative and supervisory functions within the school jurisdiction.	Yes 969 No 221 Don't know 724	382	1050	328	151	52
6. Initiate innovative projects, administrative or educational.	Yes 932 No 245 Don't know 743	414	1129	243	160	30
7. Determine need for changes in jurisdiction policy.	Yes 1025 No 142 Don't know 740	477	1131	249	79	23

SECTION VI: CONCLUSION

1. Prior to 1970, many Superintendents of Schools in Alberta were appointed by the Department of Education -- to serve not only as the Department's agents "in the field", but also as the Executive Officers of local authorities.

a. What, in your opinion, were the three major strengths (real or potential) of the older system -- i.e. government-appointed superintendents?

i. ____________________

ii. ____________________

iii. ____________________

b. What were its three major weaknesses?

i. ____________________

ii. ____________________

iii. ____________________

c. What, in your opinion, are the major strengths of the newer system -- i.e. locally-appointed superintendents?

i. ____________________

ii. ____________________

iii. ____________________

d. What are its major weaknesses?

i. ____________________

ii. ____________________

iii. ____________________

e. If it were possible to go back to the old system (government-appointed), would you favor doing so?

YES 425

NO 970

2. As indicated in the introduction, this questionnaire survey is but one part of a major study of the Superintendency in Alberta. Other activities will follow.

a. In your opinion, what issues or items has the questionnaire failed to deal with?

i. ____________________

____

ii. ____________________

____

iii. ____________________

____

b. If you wish to make any comment about the Superintendency, for the information of the research team, please do so below.

____

____

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APPENDIX D

THE SCHOOL SUPERINTENDENCY IN ALBERTA:

REPORT ON SITE VISITS

Introduction

Perceptions of the Provincially Employed Superintendent: Pre 1971

Perceptions of the Locally Employed Superintendent: Post 1971

Conditions of Work: Locally Employed Superintendents

Summary

INTRODUCTION

The purpose of the site visits was to obtain verification of the issues identified in the responses to the questionnaire. Also, the interviews were used to identify additional issues with respect to the perceived role of the superintendent, related functions, and conditions.

Interview teams visited four counties and three divisions or districts of varying sizes and populations throughout the province. Individuals or groups representing all aspects of the educational system were contacted in an attempt to provide a comprehensive cross section of the perceptions within the jurisdictions. The table below summarizes the total number of persons in various roles that were interviewed.

INTERVIEWEES	COUNTY	DIVISION/DISTRICT
Superintendents	4	3
Assistant Superintendents	4	3
Trustees	14	10
Secretary-Treasurers	4	2
Principals	8	13
Teachers	10	9
Others	3	8
TOTALS:	47	48

PERCEPTIONS OF THE PROVINCIALLY EMPLOYED SUPERINTENDENT: PRE 1971

SUPERINTENDENTS

The provincially employed superintendent was considered to have strong allegiance to the Department of Education which held most of the control in education. As the provincial man had limited commitment to the local area, his tasks mainly involved staffing, teacher evaluation, curriculum, and advice to boards.

The provincially employed superintendent was a "career bound" person with potential advancement to larger jurisdictions and/or higher positions in the Department.

One superintendent of a small district suggested that boards, especially small remote ones, should have the option of provincially employed superintendents. Some means of exchange between the local superintendency and positions within the Department of Education could be worked out.

Board members were heavily involved in administration, relying on secretary-treasurers to make up meeting agenda, write minutes, and prepare budgets. Also, the secretary-treasurers developed as influential people with the trustees.

ASSISTANT SUPERINTENDENTS

In general, the superintendents' perceptions were echoed by their assistants. The main function was to communicate and supervise the implementation of the Department of Education policy. He was able to operate almost independently of the local school board. However, one county assistant superintendent considered the provincial man played only a minor role in curriculum development and supervision.

There was general agreement that the provincially employed man was poorly paid.

TRUSTEES

The provincially employed superintendent appeared to be less interested in local affairs in most cases. He was instrumental in curbing local autonomy in the jurisdiction. By serving two masters, the Department of Education and the school board, the provincial superintendent did not appear to be committed to solving local problems. However, he provided a communication link between the school board and the provincial Department. Generally, the provincial appointee was not readily accessible to parents, so trustees were frequently confronted with difficult parental inquiries that trustees could not handle.

As local accountability was minimal, the provincial superintendent was independent of the board, being more concerned with educational issues than business matters. Some provincial appointments were seen as excellent, others not, with frequent transfers occurring. The frequency of these transfers from one area to another prevented the establishment of strong relationships. Many areas lacked continuity in professional management and leadership.

In all but one of the jurisdictions visited (a county), the trustees interviewed were strongly in favor of locally appointed superintendents. The trustees in the county, by contrast, were strongly in favor of the provincial appointee and considered the teaching profession and school boards to be more at ease with him. These trustees felt that the locally employed superintendent, due to numerous provincial regulations, was not really under their control.

SECRETARY-TREASURERS

The provincial superintendent was directly responsible to the Department of Education, being paid by the province and thus relieving local jurisdictions of a financial burden. School spending was monitored very carefully with the secretary-treasurers having more responsibility in educational matters.

One secretary-treasurer referred to the "good old days" when things were clear. Secretary-treasurers assisted in hiring teachers, had charge of business matters and generally ran the "show" for the trustees along with the superintendent and the chairman.

PRINCIPALS AND TEACHERS

Although the provincial superintendent did not always appear sympathetic to local needs, many teachers and principals considered him to be their man. He was perceived as being effective as he was closely involved in educational matters, especially with curriculum and the supervisory/evaluative function.

As a representative of the Department of Education, he communicated departmental policy to schools and school boards. Because of his connection with the Department, the provincial man was expected to obtain "more" from the central administration for the local jurisdiction.

Overall, teachers perceived the provincial superintendent as being less committed to local needs, with less local accountability and therefore, more independence than the locally appointed superintendent. Although tenure in local jurisdictions was frequently short, the experience gained in a number of areas was valuable. As his main focus was education, he provided a better balance of power than exists today.

Principals and teachers varied in their opinions regarding the visibility of provincial appointees. Some considered him most visible with greater teacher contact and sympathetic concern for teacher needs. However, in one county the provincial man was seen by the profession as being remote and more threatening than the locally employed superintendent.

OTHERS

A prominent citizen in one jurisdiction noted that the provincial superintendent restricted his activities to educational matters. Consequently, the secretary-treasurer looked after the business side of education. The secretary-treasurer had the authority and thereby freed the superintendent from business worries.

PERCEPTIONS OF THE LOCALLY EMPLOYED SUPERINTENDENT: POST 1971

SUPERINTENDENTS

The superintendent maintains a closer and more direct liaison with classroom teachers and principals now that he is locally employed. Although most superintendents realize that their main concern must continue to be education for students, other duties prevent more frequent visits to schools and classrooms. However, they feel that they are more committed to local needs.

Some disagreement exists as to the functions and responsibilities of the superintendent and secretary-treasurer. Frequently, the lack of role clarification has caused the relationship between the incumbents of these two positions to become strained. In several districts and divisions this conflict has been largely avoided by making the secretary-treasurer a member of the superintendent's staff. Such a situation is not possible in a county due to the legal enactments governing a county. Most superintendents would agree that more precise job descriptions are necessary if the system is to develop successfully in the future.

Involvement in teacher contract negotiations, as a representative of either party, causes considerable difficulty in establishing and maintaining sound relationships. One superintendent felt that such involvement destroys the basic trust that should exist between the superintendency and the teachers. Conversely, another superintendent considered his participation in teacher contract negotiations did not undermine his relationship with the teaching profession.

The superintendent assumes, or is expected to assume, the role of planner and advisor providing educational leadership to school committees, school boards, the teaching profession, and the community at large. Being considered in a statesman-like role has served to enhance the superintendency and establish a clear identity.

Specific duties are many and vary from jurisdiction to jurisdiction. These duties range from the preparation of agendas to the promotion of policy development, and a "team approach" for educational leadership at all levels of the system. In the small jurisdictions all of the tasks have to be performed by the superintendent, whereas assistance is available in the large ones.

The locally employed superintendent needs to be politically astute and understand all factors that influence situations that develop. For public relations purposes, the development of an effective communication system is important. The communication system needs to include all individuals and groups that are involved in an educational jurisdiction.

A superintendent must repeatedly reexamine the activities in which he is engaged to ensure that his energies are directed towards achieving the highest priority, that of improving instruction.

ASSISTANT SUPERINTENDENTS

The locally employed superintendent is "place" bound. As the educational leader, he must be concerned with the quality of education. With the responsibility for the total administration of education within the school jurisdiction, he must emphasize managerial, organizational, and communication skills towards a better definition of roles.

The locally appointed superintendent is more interested in local needs and politics. As the board's man he is in a strong position to influence the trustees with regard to policy making, acting in the capacity of advisor, and linking the teaching profession with the total administration.

The superintendent is seen as occupying any one or all of the positions of chief executive officer, public relations officer and/or spokesman for the school committees and boards on educational matters. In addition, he must be aware of the various political forces at work while being aware of the trustees' welfare. In many instances, his attention to the various political interrelationships are time consuming and distort the system. This situation is frequently manifest in establishing and maintaining sound relationships with the secretary-treasurer.

In the case of teacher contract negotiations, the locally employed superintendent should only act as an advisor and not negotiator for the board. This advisor role is essential if sound relationships are to be maintained with associations such as the A.T.A. and A.S.T.A.

TRUSTEES

Without exception, trustees agreed that the locally employed superintendent has proved very satisfactory. The local man is more accessible and more aware of local needs. Trustees look to the superintendent for guidance on professional matters. Under the locally employed superintendent, agreement on priorities is easier, a factor which is fundamental to a commitment to the ideal of people running their own affairs.

Several advantages of having a locally appointed superintendent, as seen by trustees, can be listed as follows:

1. Increased responsiveness to the board;
2. The expectations for each others performance are becoming clear;
3. Permits trustees more input in the development of educational programs for their own area;
4. Appears to act as the trustees' chief executive officer and is their man, being the spokesman on educational matters; and
5. He has become more visible and understanding of local needs with more commitment to catering for those needs.

Some personal qualities and skills of the superintendent have also been identified:

1. He must have a strong personality and be a good organizer;
2. He must be well informed with regard to school operations and communicate effectively;
3. He must be able to mediate conflict and reduce pressures which are inevitable in a changing society; and
4. He should possess the ability to relate and work with all segments of the educational community.

Important tasks or activities closely associated with the role performed by the superintendent are:

1. The supervision of professional and support staff;
2. Program development;
3. Staffing and general maintenance of the organization;
4. Financial management, educational planning, advice and implementation of board policy;
5. Safeguarding the welfare of trustees in general and providing for the education of newly elected ones;
6. Acting as advocate for their jurisdiction with the provincial Department of Education;
7. Providing suitable conditions for increasing leadership and decision-making effectiveness; and
8. Acting as a public relations person, providing information and frequent communication at the local level.

The importance of relationships has been emphasized throughout the various systems. Interpersonal relationships and compatibility are most important if openness, trust, and mutual respect are to exist. The superintendent must be diplomatic in handling personnel at all levels.

As a result of the lack of communication and clear definition of roles, the lines of responsibility between the superintendent and the secretary-treasurer are often fuzzy. Consequently, conflict has often developed between them. One trustee suggested that the secretary-treasurer could assume leadership in financial matters to release the superintendent.

In one jurisdiction, the locally employed superintendent is considered to be compassionate with more autonomy than the previously provincially employed man. Although the local superintendent is expected to follow the board's wishes, if the need arises, he is expected to act independently.

Some trustees contend that the locally appointed superintendent is no more a "board's man" than pre 1971, as the Department of Education still controls him to some extent.

A range of different opinions were expressed with respect to the political nature of the superintendent's position. A few of the comments demonstrating these conflicting views are listed below:

1. The superintendent plays the political game and lobbies with the school committee;
2. Lobbying with the school committee does not occur;
3. The local superintendent must avoid playing "small politics", i.e., divide board on educational matters;
4. The local superintendent is only as good or effective as the school committee itself;
5. Board members are not unduly influenced by the superintendent; and
6. Two trustees felt that the superintendent must be prevented from becoming too powerful.

SECRETARY-TREASURERS

A number of different arrangements exist for identifying the role relationships and specific functions of the superintendent and his staff. Currently the most common areas in which he is seen to have direct responsibility are as follows:

1. The superintendent should be an educational leader;
2. He is responsible for the selection and hiring of the teaching and support staff;
3. In some instances, he may be responsible for meeting agendas; and
4. He may act in some capacity as an office manager, however, the secretary-treasurer is usually in charge of county office personnel.

With respect to financial matters the superintendent was generally not considered to figure prominently for the following reasons:

1. He has little control over the educational budget since approximately eighty percent goes towards the payment of salaries;
2. Only in "times of plenty" does the superintendent have any increase in power;
3. Many superintendents do not have the expertise to manage, understand, or develop a budget system;
4. During times of financial constraint, the school committee looks to the county secretary-treasurer for guidance so as to satisfy a major priority of the council, that of living within the budget; and
5. The superintendent should monitor local school budgets providing regulations and recommendations governing expenditures.

Secretary-treasurers may or may not have a direct relationship with superintendents. When there is no clear definition of the superintendent's and secretary-treasurer's roles, conflict can result. This conflict can occur even though everyone concerned possesses the same order of priorities. Wherever possible, the superintendent should make every effort to work closely with the secretary-treasurer.

In several cases, secretary-treasurers considered that their positions have been downgraded as a result of locally appointed superintendents. More specifically, the superintendent has assumed or delegated many of the tasks previously handled by the secretary-treasurer.

One school committee secretary-treasurer expressed concern over the superintendent withholding information from the members of the committee, attempting to manipulate the members, and talking down to the trustees on educational matters. Alternatively, it seems, he is forced to be political and to comply with the wishes of the school committee.

All secretary-treasurers interviewed agreed that the superintendent should not attempt to circumvent the correct or established channels of communication within the jurisdiction.

PRINCIPALS

Principals identified some of the important roles and functions that the locally employed superintendent has undertaken:

1. Chief executive officer of the school committee or school board;
2. Educational leader and manager for the professional and support staffs;
3. Special advisor and educational spokesman for trustees; and
4. Educational planner and public relations officer for the jurisdiction.

Some major concerns were expressed by principals and are summarized in the following statements:

1. The superintendent is identified with the school committee or board by the profession;
2. The superintendent cannot be as assertive as the provincial man and is compelled to delegate more responsibility for supervision and evaluation to the principals;
3. He must continuously ensure that the faith of teachers is maintained;
4. To remain effective he must understand the psychology of persons in the local area, e.g., rural folk, and thus, be politically responsive to local issues and community needs; and
5. Often educational principles have had to be sacrificed in order to satisfy trustees' wishes.

The important advantages that are seen to have emerged as a result of the local appointment of superintendents are as follows:

1. Relationships have improved between teachers and central office;
2. The superintendent appears more readily available and oriented towards the teaching staff in general;
3. He is far more involved with financial matters which has led to more efficient spending and less waste;
4. Overall communication has increased since 1971 along with informal and continuous contact with the schools; and
5. Some policy developments have occurred through the meaningful interaction existing between the teachers, principals, superintendents, and trustees.

The principals' perception of the superintendency is fairly consistent with that of some of the trustees and superintendents themselves. However, the principals considered that some of the functions undertaken by superintendents, prior to 1971, are now being delegated to them, e.g., supervision and teacher evaluation. This factor causes concern amongst some of the principals as they have to live with their decisions irrespective of the type of relationships that may develop.

In one jurisdiction principals saw the relationship between the superintendent and teachers as being poor due to the lack of visibility and the negotiator role. Further, teachers do not see the superintendent as supportive of teachers in the classroom.

TEACHERS

There appears to be considerable variation in the teachers' perception of the effectiveness of the locally appointed superintendent and the relationship he develops with them. With respect to his direct involvement with classroom teachers the following comments have been recorded:

1. The superintendent has more direct and closer communication with classroom teachers;
2. The local man maintains open and honest relationships with the principals;
3. There has been a softening of the supervisory/disciplinary function in the schools;
4. The locally employed superintendent is more aware of both sides of problems and issues;
5. There is general mistrust of the superintendent by teachers; therefore, many negative aspects develop if he is seen to be working against the interest of teachers, e.g., salary negotiator;
6. Lack of visibility of the superintendent negates good relationships with teachers; and
7. The superintendent is too isolated and communication from him through principals is unsatisfactory.

The teachers generally perceive the superintendent as part of the central office and the board's man. He has assumed the responsibility as professional spokesman for the trustees, providing feedback to all components of the system.

The teachers would like to see the locally appointed superintendent as an educational leader; however, he is most often seen as being purely an administrator. One teacher expressed the following views:

1. The superintendent should be more involved in what is going on in the schools;
2. He should visit schools and see what students and teachers are doing and offer advice; and
3. He should recognize teachers' professional expertise and pay appropriate respect to their views.

Public relations and educational leadership are identified by all teachers as very important functions of the superintendent. The performance of these functions would command the support and respect of the community at large.

There has been a significant increase in the locally appointed superintendent's involvement and influence in financial matters. However, he must rely upon the school committee or board for decisions and thus, his efficiency and effectiveness are somewhat lessened. Teachers see the superintendent's first loyalty as being to the board, but they realize he has to be a good manipulator to survive.

Several local A.T.A. officers generally disagreed with the majority of teachers regarding the lack of visibility of the superintendent. This is probably due to the more frequent contact these officers have with the superintendent.

OTHERS

One leading citizen considered the local man had more rapport with local organizations and was more responsive to the public.

In one jurisdiction, a member of the central office staff stated that the superintendent placed top priority on relationships with the board. The superintendent also spends considerable time in defining educational policy and developing long-range plans.

Additional comments related to the need for close relationships between the superintendent and the secretary-treasurer. Also, the superintendent should act as a go-between for the teachers and the board.

CONDITIONS OF WORK:
LOCALLY EMPLOYED SUPERINTENDENTS

SUPERINTENDENTS

Opinions with respect to working conditions varied widely among the superintendents interviewed. To illustrate this wide variation, some statements made by the superintendents are set out below:

1. *CONTRACT.*
   - (a) The superintendent must make his own psychological contract with the board, which becomes far more important than a formal contract;
   - (b) Adequate protection in common law further eliminates the necessity of a rigid formal contract;
   - (c) A board would not likely "fire" a superintendent, but rather, make life miserable so that he resigned; and
   - (d) A formal "no-cut" contract removes local accountability for the superintendent.
2. *PROFESSIONAL DEVELOPMENT.*
   - (a) There is no need for sabbatical leave;
   - (b) In-service training for superintendents is questionable as "on-the-job" experience is probably the best training; and
   - (c) Locally appointed superintendents must have an adequate educational background and opportunities for further development.

Generally, superintendents agreed that a foundation in human relations skills is necessary, but additional training, perhaps an internship as an assistant, would be advantageous. As the selection of superintendents is relatively complex, trustees would benefit from some professional input.

One superintendent considered that a precise role description is inhibiting, but political "know-how" is necessary for success in the superintendency. Another stated that there is no security in the superintendency and therefore the position is precarious. Consequently, mutual termination clauses should be included in a contract, with severance pay being an automatic condition.

ASSISTANT SUPERINTENDENTS

Concern was expressed about current selection procedures used by trustees in appointing superintendents. However, one assistant stated that once appointed a superintendent's tenure is closely related to his effectiveness.

Contracts were considered necessary, especially for such aspects as sabbatical leave provisions, expense allowances, salary determination procedures and termination policy.

One limitation perceived to be associated with the superintendency relates to the restricted career potential. One assistant superintendent asked the question, "Where can a superintendent go?".

TRUSTEES

The opinions expressed by trustees also varied widely. Where clarification of expectations between trustees and superintendents has occurred, conflict is minimized. Trustees' opinions are summarized as follows:

1. CONTRACT.

(a) If a contract exists, there must be an opening for both parties to terminate;

(b) A formal contract is not necessary; and

(c) A superintendent's security is determined by performance, not by contract.

2. SALARY.

(a) The salary a superintendent receives is important in attracting the right man;

(b) General working conditions are important in keeping him; and

(c) An appropriate salary level is difficult to set and is usually determined on a comparative basis with other jurisdictions.

3. PROFESSIONAL DEVELOPMENT.

(a) Some claimed that professional development is not necessary as a new superintendent can be hired every five to seven years; but

(b) Others claimed opportunities must exist for superintendents to receive professional development.

General agreement occurred between the trustees with regard to the need for the Department of Education to set minimum standards for superintendents. Also, many trustees felt that professional input into superintendent selection procedures was a necessary development in the future.

SECRETARY-TREASURERS

Salary was considered an important factor in keeping a good superintendent. One secretary-treasurer stated that superintendents should have tenure as their job is a tough one. Although expertise in education was recognized as being most necessary for a superintendent, a working knowledge of economics and business affairs was also felt to be highly desirable.

Short courses for superintendents were seen as beneficial, whereas year-long sabbatical leave was not. In addition, secretary-treasurers were conscious of the financial strain put on school jurisdiction budgets by the local employment of superintendents.

PRINCIPALS

Generally, principals considered that superintendents should have a formal contract. Differences in opinion occurred about the specific terms, although safeguards against unjustified dismissal were thought to be essential. A "base" term contract with easy release by mutual agreement was favored by many principals.

One comment referred to the need for reasonable tenure for the superintendent if effective change is to occur within a jurisdiction. Opinions about training for the superintendency varied with some principals favoring training in the field, while others emphasized specific academic training in administrative skills.

In selecting superintendents, most of the principals interviewed thought that professional input was essential.

TEACHERS

There should be a formal contract for superintendents to provide some tenure, but the Department of Education should exercise control over the standards required for superintendents.

Several teachers expressed the need for superintendents to receive management training, but a background as a teacher, vice-principal, and principal should also be prerequisites for selection. Coupled with this experience, the right kind of personality was deemed necessary to ensure success.

GENERAL

All groups considered C.A.S.S. to be an essential organization for superintendents. The benefits deemed to emanate from such an organization are:

1. The means by which the certification of superintendents could be introduced;
2. An organization that can assist in protecting superintendents against frivolous dismissal;
3. An organization that can initiate professional development opportunities; and
4. An organization that should be involved in the establishment of procedures and recommendations for the selection and employment of superintendents.

One teacher cautioned that perhaps C.A.S.S. would not be as effective as hoped for due to its potentially small membership.

SUMMARY

Trustees generally look upon the superintendent as "their man". As a result, his position has shifted from that of a totally professional one to one more concerned with management and administration. In addition, the changes have included a marked difference, in some instances, in the role of the secretary-treasurer.

To overcome the potential conflict inherent in this reallocation of responsibilities, a clear definition of roles and functions is necessary.

On the other hand, teachers and principals would like to see the superintendent as their man, fulfilling the role as educational leader and representing them to the board. However, if a superintendent is to be the chief executive officer of the board, such representation opens potential conflict situations.

A superintendent's power base is now developed through his relationship with the board, professional and support staff. Therefore, he has to be politically aware, a good public relations man, and display a high level of educational and managerial expertise.

APPENDIX E

THE SCHOOL SUPERINTENDENCY IN ALBERTA:
SOME SPECIAL INTERVIEWS

Introduction

Pre 1971 Perceptions of the Superintendency

Post 1971 Perceptions of the Superintendency

Conditions of Work

Perceptions of Provincial Government Policies

INTRODUCTION

Following the site visits, a number of special interviews were conducted. The persons selected for these were previously locally employed superintendents, currently serving locally employed superintendents, and Department of Education personnel.

The purpose of the interviews was to follow specific issues that had emerged from the questionnaire data and the site visits. These issues were:

1. Pre 1971 perceptions of the superintendency;
2. Post 1971 perceptions of the superintendency;
3. Conditions of work for the superintendent today; and
4. Perceptions of Provincial Government policies.

PRE 1971 PERCEPTIONS OF THE SUPERINTENDENCY

One major perception common to all persons interviewed relates to the independence of the provincially employed superintendent from the school board. This independence allowed, as one interviewee stated, the exercise of "freedom of dissent" from the board, which meant that the provincial man could state his point of view freely without being influenced by the threat of dismissal.

It was suggested that the "old boy network" was very strong before 1971, influencing the selection and transfer of provincial superintendents. Further, newly appointed superintendents usually started in the smaller, more isolated jurisdictions, steadily moving towards the major centres as they became more senior. This seniority and consequent experience opened up promotion opportunities and provided a clear career pattern.

The provincial man was seen as an advisor to school boards, but the executive tasks delegated to him differed widely from jurisdiction to jurisdiction. However, the provincial superintendent was viewed as an educational leader concerned with the teaching personnel. His visibility to teachers varied according to the size of the district, division or county.

All believed that the provincially employed superintendent commanded greater respect from teachers than the current, locally employed superintendent. Perceptions varied about the reasons for this apparent greater respect, with one interviewee suggesting that a "halo effect" may be influencing perceptions of the past.

Whatever the reason, it was thought that teachers could approach the provincial superintendent more easily. Also, communication between the Department of Education and the various jurisdictions was better prior to 1971.

POST 1971 PERCEPTIONS OF THE SUPERINTENDENCY

The locally employed superintendent is considered to have an increased number of executive tasks assigned to him by the board. Such delegation of duties is consistent with the notion of the locally employed man being the executive officer of the board. The tasks delegated, however, are seen to vary greatly from jurisdiction to jurisdiction. One interviewee stated that the locally employed man was really reduced to carrying out the board's wishes.

Attitudes, relative expertise, and interests are seen as major factors in the variances that occur among boards and trustees. Consequently, the role of the locally employed superintendent is perceived differently by the various boards.

To aggravate the situation further, teachers' expectations of the locally employed superintendent differ considerably from the expectations of the trustees. Generally, teachers expect educational leadership and greater visibility from the superintendent. Also, as teacher professionalism develops, more appears to be expected of the superintendent.

Due to the conflicting expectations, the superintendent is faced with ethical problems. These problems relate to the fact that the superintendent has to do the board's bidding. Should the superintendent carry out the board's wishes, even when his professional expertise tells him the actions required are wrong? Also, should he carry out tasks that are obviously detrimental to the teaching profession and education generally.

As the superintendent is employed by the board, refusal to implement board decisions amounts to insubordination. In fact, local superintendents are considered to need political acumen to survive in the position. Several interviewees intimated that past dismissals of local appointees have been on flimsy grounds.

A further cause of conflict for the local superintendent was seen in the lack of specificity of the superintendent's and the secretary-treasurer's role. Since 1971 the superintendent has become more involved in budgetary matters, entering the domain almost exclusively controlled by secretary-treasurers before 1971.

In the case of the county system, where the superintendent is "subordinate" to the council secretary-treasurer, educational needs have to compete with municipal needs for available resources. Many secretary-treasurers were perceived to believe that they had lost status in counties where the school committee had its own secretary-treasurer.

A superintendent who is charged with executing the board's policy can find financial constraints rather frustrating. These constraints emanate from lack of finances and the restrictions placed on jurisdictions by the provincial Department of Education. In fact, one of the ex-superintendents interviewed felt that Department regulations controlled the superintendent, not local boards.

The various interviewees generally agreed that the locally appointed superintendent was becoming more the board's man, which would compromise his educational standing. Further, due to the politics involved in the local superintendency, the superintendent seems to be having increasing difficulty in fulfilling the teachers' perception and expectation of his role.

Relationships within any given jurisdiction assume considerable importance. Consequently, the role of the locally appointed superintendent should be clearly defined so that unnecessary conflict is avoided.

CONDITIONS OF WORK

All persons interviewed considered a contract a necessary part of a superintendent's relationship with school boards. However, the contract was not thought to be the basis of total security of tenure for a superintendent. The performance of a superintendent is apparently as important as a contract in determining job security. A contract really provides protection against extreme opinions amongst trustees.

Several of the persons interviewed referred to the need for superintendents to have a board of reference available to them, to protect them against frivolous dismissal. Another protection that was mentioned related to severance pay for a superintendent in the case of a contract being terminated.

Termination of a contract should also be available to both parties, with a clause in the contract stating the time period necessary in a termination.

Generally, the ex-superintendents interviewed felt that professional input into the selection of superintendents is also necessary. One of those interviewed stated that a formalized structure would enhance superintendent selection.

Before 1971, superintendents had a career path available to them through the Department of Education. Today such a career path is almost impossible. To overcome this problem, one of the interviewees suggested that an interchange program between the Department of Education and the various jurisdictions would further the professional development of superintendents and perhaps open up new career patterns.

All persons interviewed agreed that training and professional development is essential for current and potential superintendents. Wide experience in education also was felt to be basic to a successful career as a superintendent.

PERCEPTIONS OF PROVINCIAL GOVERNMENT POLICIES

SMALL JURISDICTIONS

Several of the persons interviewed commented upon the problems faced by the smaller jurisdictions. As many of these small jurisdictions operate within financial constraints, limiting the discretion of the board, the "cheapest man" is often employed as superintendent.

If the salary offered by small jurisdictions is too low, the quality of applicants suffers accordingly. Even if suitable applicants are available, despite the salary offered, the potential for future career opportunities is limited, further restricting the quality of applicants.

One ex-superintendent stated that the Department of Education should arrange special grants to the smaller jurisdictions to assist in the employment of suitable persons as superintendents.

COUNTY SYSTEM

Frequently the problem of divided interests within a county was cited as a drawback to the locally employed superintendency. County councillors are charged with the responsibility for both municipal and educational affairs. In large counties the task of conducting the affairs of both becomes a complex problem.

One of the ex-superintendents stated quite emphatically that the task of adequately dealing with municipal and educational affairs was too much for county councillors. This situation is aggravated as changes in councillors occur through elections, making continuity hard to achieve.

The size of a county, time and expertise available to councillors, and relative interest in education are significant variables that affect the local superintendency. As most county councils place a great deal of trust and responsibility in the hands of the council secretary-treasurer, a conflict of interests can develop between the superintendent and the secretary-treasurer.

A general feeling espoused by those interviewed was that when counties become too large, the municipal and educational affairs should be separated. Education should be independent of, and not in competition with, municipal affairs.

COMMUNICATION WITH THE DEPARTMENT OF EDUCATION

It was suggested that some superintendents use the Department of Education as the scapegoat for their own problems. In such cases, there is a communication breakdown between the Department and local jurisdictions.

This poor communication can apparently have significant effects, as the jurisdictions may lose possible benefits. The benefits relate mainly to government grants available to boards. Through poor communication and resentment, boards fail to make maximum use of funds available. A superintendent, in the best interests of the board, should ensure that sound communication and relationships are maintained with the Department of Education.

DEPARTMENTAL REGULATIONS AND RELEVANT ACTS

One of the major issues pursued through the interviews related to Department of Education regulations and the superintendent's perception of the conflict that exists between and within the School Act and the County Act.

The major conflict seen in the County Act relates to the designation of chief executive officer of the council and the position of the secretary-treasurer. In the county a school committee is subordinate to the county council.

The superintendent, although he is the executive officer of the school committee, finds himself well down the hierarchical structure in the county, with the council secretary-treasurer superior to him.

In reality the conflict perceived by many superintendents is due to expectation rather than the County Act itself. Superintendents, in fulfilling their roles, expect to have a major control over budgetary matters. In the county system, control is determined by the relationships established and not by statute.

A superintendent in a district or division can be the chief executive officer of the board with the secretary-treasurer as his subordinate; in a county such a position is unrealistic as the reeve is the designated chief executive officer of the council. The superintendent may, in fact, be the chief executive officer of the school committee, but this committee is responsible to the county council.

In the county system a superintendent cannot be as influential as he can in a district or division. It appears that several superintendents accepted the position in counties expecting to have the power of superintendents in districts and divisions. This expectation was not realized; consequently conflict developed.

One major area of concern to all superintendents is Department of Education regulations. Many interviewees perceived that many of the Department of Education officials had not changed their perception of the superintendency since 1971. Before that time the Department regulated the functions of the superintendent and apparently continues to do so.

If the superintendent is the executive officer of the board, then the board should control the functions of the superintendent. As an employee of the board, the superintendent's allegiance is to the board, not the Department.

The provincial Department of Education, in continuing to regulate, undermines the development of local autonomy through local boards, especially when such regulations affect the employees of the various boards.

One specific example of the conflict flowing from Departmental regulations relates to teacher certification. Superintendents are expected to assess teachers for permanent certification. This certification refers to the teacher's ability to teach anywhere in the province.

A superintendent may consider that a teacher is unacceptable in terms of the policy and criteria established by his board. In refusing a teacher certification he is denying that teacher the right to teach in other parts of Alberta where different policies and criteria may have been established.

The general certification of teachers with respect to competency for teaching in Alberta should not place superintendents in a conflict position. An external body should be responsible for the assessment of teachers for permanent certification.

APPENDIX F

THE SCHOOL SUPERINTENDENCY IN ALBERTA:

THE COUNTY SUPERINTENDENT OF SCHOOLS IN ALBERTA
AND
THE CHIEF EDUCATION OFFICER IN ENGLAND

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INTRODUCTION

It is by no means assumed here, that the chief education officer of an English Local Education Authority and the school superintendent of an Alberta county hold positions which are equivalent in every sense of the word. Each is, nevertheless, the senior executive officer in respect to the provision of education in a local jurisdiction. That being so, these notes on the English chief education officer may be instructive in the Alberta setting.(1)

What follows is in four main sections. The first section describes some salient features of the English system of education in order to give some understanding of the context in which the chief education officer works. The second section examines the chief education officer himself -- his typical background and career pattern -- and sketches broadly his role. In the third section are presented some of the current concerns and issues facing education officers in Britain today -- and here we shall focus particularly on one major issue which has surfaced fairly recently, which is of national concern, and which has some interesting similarities to at least part of the Alberta situation. The fourth and final section summarizes those highlights of the chief education officer's world which seem of particular interest to western Canadian eyes and suggests ways in which they may provide useful insights for those concerned with a study of the world of the Alberta superintendent of schools.

THE CONTEXT

The modern English education system is said to be a national system, locally administered. In many respects this is a misleading characterization.

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(1) *The notes are based partly on my personal experience of the English scene over a number of years, partly on documents and sources identified in the text, and partly on information obtained from interviews held and visits made during my recent (May, 1976) two-week on-site study of educational administration in England and Wales.*

It implies a standardization and a clear cut demarcation which either do not exist or which are heavily obscured by the subtleties of power relationships resulting from local politics, from institutional autonomy and from a certain way of doing things in which custom and pragmatism are more frequently invoked than legalities or statutes.

THE STRUCTURE OF THE SYSTEM

To describe briefly the formal structure of the English education system, it is necessary to oversimplify.(2) Perhaps the most useful and least distorting oversimplification is to say that the system has three main components: (1) the Department of Education and Science (D.E.S.) (formerly the Ministry of Education) at the national level; (2) the Local Education Authority (L.E.A.) at the local level; and (3) the school at the institutional level.

1. THE NATIONAL LEVEL. The D.E.S. (of which the Secretary of State is the political head) owns no schools, employs no teachers, prescribes no textbooks, establishes no curricula. Its work, according to one authority "is nowhere adequately described and defined" (Kogan, 1971:17), but it is described by Birley (1970:22) as one of the two main influences on the work of the education officer. Essentially, it is the job of the D.E.S. to ensure that a varied and comprehensive educational service is provided by local authorities throughout the country. According to a D.E.S. publication (D.E.S., 1973:12-13) this function is discharged in eight different areas, and, for purposes of the present paper, we may identify the three most important as being: (1) the control of many aspects of educational

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(2) *The term "the English education system" is itself an oversimplification. The system is, in fact, the education system of England and Wales. The strength of Welsh feeling prevents my claiming the term "English" to be a useful contraction of the terms "English" and "Welsh", so I will simply admit to using "England" and "English" for convenience in this paper. What should be made clear, however, is that the systems in Scotland and Northern Ireland differ in important respects from that in England and Wales.*

building; (2) the control of the qualifications of teachers; and (3) the determination of the educational proportion of the grants paid to local authorities. It is rare for the D.E.S. to take initiatives in the running of the education system; most of the initiatives lie with the local authorities upon whom the D.E.S. regulations impose certain constraints (Kogan, 1971:18-19).

2. THE LOCAL LEVEL. The L.E.A. is the local county (or metropolitan district) council. What this means is that education is simply one (albeit the largest) of a number of services provided by local government. The duty of the L.E.A. is to provide and operate sufficient educational facilities (including kindergarten, further education and, in some areas, polytechnic education) in its district. There appears to be no systematic and universally applicable statement of the tasks of the L.E.A., but in general terms it builds schools, employs teachers and other professional staff, and provides equipment and materials (D.E.S., 1973:14). Since the reorganization of local government in 1974, there are in England and Wales, one hundred and five L.E.A.'s serving populations ranging in size from 173,000 to 1,500,000.(3)

All elected members of each county or metropolitan district council constitute its education authority, but each L.E.A. is required by law to appoint an education committee, the majority of whose members are to be members of council. The education committee must also include some co-opted, non-elected members who are appointed by virtue of their special knowledge of, or interest in education. An education committee may have as many as seventy members, although more frequently it will have twenty to forty. The importance of the education committee may be judged from the requirement that the L.E.A. may not normally exercise any of its functions until it has heard a report from the education committee on the subject under consideration.

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(3) *The Inner London Education Authority serves about 3,000,000 people but is something of a special case.*

It is to the education committee that the chief education officer will most frequently report, although he is employed not by the committee, but by the L.E.A. itself. In general, in local government in Britain the distinction between "members" (i.e. elected councillors) and "officers" is held to be a distinction between two parties to a partnership rather than between superiors and subordinates. Partly this reflects a view of the complementarity of policy-making (ideally the role of members) and the execution of policy (ideally the role of officers); partly it reflects the importance of the stability provided by full time officers working for authorities whose members are elected on a party political basis and hence subject to drastic changes in membership; partly also the partnership between members and officers (particularly in education) reflects a long-standing tradition of service provided by administrators who come early to their trade, and for most of whom that trade is distinct enough to provide a lifetime career.

3. THE INSTITUTIONAL LEVEL. The education officer's trade is less the management of schools than of the education service. The schools themselves constitute in many ways a distinctive third component of the structure of the English education system. By statute, the responsibility for the management and control of the conduct and curriculum of each school is vested in its board of governors (in the case of secondary schools) or managers (for primary schools). These managing bodies consist of people appointed by the L.E.A. and may have as few as seven members. They act in accordance with "Articles of Governance" (or management) which the law requires to be drawn up, but which may vary in detail from one L.E.A. to another. The degree of control wielded by these bodies varies enormously but frequently it is something of a formality behind which real authority is exercised by the head teacher and his staff or the education officers of the L.E.A. The autonomy of the schools in some areas of concern resides less in the fact of their having individual managing bodies than in the traditional acceptance of the professional authority of head teachers and their staffs.

POLITICS IN LOCAL GOVERNMENT

A unique feature of the context in which the English chief education officer works is the political nature of local government. Although a county or metropolitan district council may include a higher proportion of independent members than does the national government, the great majority of members will be members of one of the major national political parties. Elections are held every four years. The party winning most seats in a local election will elect one of its members to act as "leader", although the chairmanship of council meetings and many ceremonial functions are performed by the "mayor" or "chairman of the council" who is not necessarily a member of the majority party but who is elected annually by the councillors from among themselves.

Councils are sizeable bodies which comprise between fifty and one hundred members. To facilitate the work of such a large body, extensive use is made of a committee system -- mention has already been made of the education committee -- which has several interesting features. First, committees of council may include co-opted members who are not councillors; second the presence of co-opted members, and also the specialization encouraged by the committee system frequently results in a high degree of informed opinion among committee members; third, committees of council may -- and usually do -- create special sub-committees to deal with specific areas; fourth, and perhaps most interesting, the party representation in committees and sub-committees is arranged as far as possible to reproduce the proportions of party affiliations which exist in the whole council.

The politics of education in England are in a very real sense the politics of local government and, more than that, they are the party politics of local government. Not only the system, as described in the preceding paragraphs, but also recent changes in orientation to local government, have several implications for the work of the chief education officer. These implications and some of the issues underlying them will be more appropriately discussed in later sections of the paper. For the moment it is sufficient to note that the political fact is a salient feature of the context of English educational administration.

INSTITUTIONAL AUTONOMY

The autonomy of the English head teacher is much talked of in North American educational circles. The reality of that autonomy is a curious mixture of fact and fiction, of statutory constraints and traditional freedoms. There is some evidence to indicate that organizationally the head teacher of an English secondary school may legitimately make no more decisions than may the principal of an Alberta high school (Kelsey, 1973:240-241). Equally, however, there is evidence to suggest that in some decision areas he has far greater discretion than any Canadian school principal (Gilbert, 1976).

The key area in which the authority of the head teacher is unquestioned is that of the curriculum and procedures used in his school. Freedom in these areas is traditional in English schools and yet it is in practice a matter of the exercise of discretion by heads and their staffs within a more or less fluid system of constraints imposed from without the school. Much is done in schools without reference to the chief education officer or his staff, but equally, much may legally be done in schools which is not done, not because anyone has forbidden it, but because subtle influences operate to make it unreasonable.

ADMINISTRATIVE SUBTLETIES

The subtleties of educational administration in England are difficult to appreciate unless one talks to, or indeed lives with, L.E.A. members, education officers and head teachers and their staffs. A number of written descriptions are beginning to capture the flavor of the intricate influence mechanisms which operate (Birley, 1970; Kogan, 1971, 1975; Musgrove, 1971), but official descriptions either mask them altogether, or leave one bewildered that the English education system can work at all, let alone produce the high quality which, at its best, it does.

It appears that educational administrators in England -- and the English usage of that term tends to exclude in-school administrators and to refer only to L.E.A. or D.E.S. officials -- are still seen as the practitioners of an art rather than a science. Birley (1970:xi) notes that:

> British traditions are of course based on high esteem for skilful practice rather than on theories, and there are clear dangers that too much theorizing by the practitioners might lead to an unhelpful self consciousness in the personal relationships that are at the heart of good administration.

The clearest illustration of the pragmatic nature of the education officer's world is a personal one. As Canadian visitors to the English educational scene, one or more of us would frequently ask "what if" kinds of questions -- "But what is there to stop a headmaster from emphasizing art to the exclusion of science in his school?" The answer was invariably, "Nothing. But he wouldn't do it." The reason he wouldn't do it was usually described in terms of "reasonableness" or of "influence" which the education officers can bring to bear (usually in non-threatening ways) on institutions and on the committees of local government.

THE MAN AND HIS JOB

The English chief education officer is a career administrator. He is one of one hundred and five chief education officers in England and Wales who between them administer the education provided by some thirty thousand schools and spend something like five billion dollars annually.(4) We have seen something of the context in which he discharges his responsibilities. It is of interest now to examine his origins, his training and his career pattern and to look also at some of the characteristics of his job.

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(4) *Figures are approximate and roughly updated from those given in D.E.S. (1973: 23-26).*

ORIGINS, TRAINING AND CAREER PATTERN

The typical chief education officer will have received his education at a grammar school and a university, where he will have probably received an honors degree in arts or science. In all likelihood he will have followed that degree with a one-year postgraduate teacher training program, and will have entered the teaching profession in a secondary school of some kind -- usually a grammar or comprehensive school. He may have become a department head in the first few years of his teaching career, but he is unlikely to have risen further in the hierarchy of in-school administrators.

What he will have done at an early stage in his career -- perhaps as much as ten years before his contemporaries apply for deputy headships or small headships -- is to take a conscious decision to forsake the two career ladders which lead either to a headship or an inspector's post, and to move to a career in administration. In order to do so, he will have taken a post -- not necessarily in his own L.E.A. -- as an assistant education officer. He will then have moved over the years, probably with different L.E.A.'s, to posts of increasing responsibility. In the course of his progress, he may well have sought experience in both county and metropolitan administrations. In his mid or late thirties, he will have been appointed to the post of deputy education officer and after some years of the varied and high-level experience gained in that post, he will have applied for his present position as chief education officer.

What he will probably not have done is undertake any formal training beyond his initial baccalaureate and teacher training. Certainly he is highly unlikely to have taken any courses in administration, and if he does possess a Master's or Doctoral degree it will probably have been taken in his subject specialization at a stage in his career before he became an administrator.

The training he has received will have been on-the-job. His superiors in his early administrative posts will have ensured that his work was not simply the performance of needed duties, but also was of a kind which would provide him with the variety of experiences needed for a life-time career in administration. In his first administrative post, he may have enjoyed the title of assistant education officer, but he was, initially at least, very much a novice to be nurtured. Birley (1970:10) illustrates the point nicely:

> To what extent should he spend his time in the schools and colleges, to what extent in the office? What is the purpose of his school visits and what is his role when he gets there? Though these are down-to-earth questions they are by no means simple ones. The decision is not usually one for the young administrator himself: the chief education officer will doubtless have a policy. Sometimes the policy will centre on keeping the beginner close to his desk, learning his new trade and performing the specific duties for which he has been appointed. Sometimes it will require the trainee (*for that is what he is*) to spend as much time as possible in the early days 'getting round the schools'. (Emphasis supplied)

In each of the successive stages of his career, the education officer has inhabited a progressively smaller world. By the time he is appointed chief education officer his reputation has probably preceded him. His employers may not have worked with him, but he is far from being an unknown quantity. Perhaps because of this, perhaps because of English traditions of public service, the chief education officer does not work under any fixed-term contract. He has what amounts to security of tenure, even though it may not be formally written so. He knows that it is unusual for a man in his position to be fired. To be sure, it *can* happen, but then, so can many other things in the English educational system -- the plain fact is that they scarcely ever do.

THE JOB OF THE CHIEF EDUCATION OFFICER

Most of the tasks which the English chief education officer performs or delegates will be familiar to those acquainted with the work of a senior educational administrator anywhere. He does not have to worry about negotiations for teachers' salaries -- those are negotiated nationally -- and he does not have a direct concern with curriculum development, but for the rest, he is involved in planning, budgeting, advising, interpreting regulations, staffing, developing and innovating every bit as much as his colleagues in other parts of the world. Three aspects of his job, however, may be singled out, not because they involve him in the performance of unique functions, but because they give a particular flavor to his work.

1. THE PROVISION OF STABILITY. The chief education officer and his staff are providers of stability. Education in England has for many years been a plank in the ideological platforms of the major political parties at both national and local levels -- the left urging total comprehensivisation of secondary education, the right advocating the retention of selective grammar schools. Educational emphases have tended to swing in accordance with the ideology of the party in power. Technically it is possible for a local authority's educational policy to be almost totally reversed every four years as local government elections take place. The fact that such disruptive changes do not normally occur is partly the result of the built-in inertia of such a complex machinery as the education system, partly the result of a somewhat greater political stability at the local level than at the national level, and partly the result of the stable and consistent advice provided by the officers of the education service, part of whose skill consists in anticipating and assessing likely political changes.

Education officers at all levels are not political appointees in England. Heads will not roll as a consequence of a change in local government. Strong evidence of this was seen in the recent situation in the country where the May 1976 local elections resulted in some marked swings to the right. The reaction of education officers in Birmingham, for example, (where the Conservatives gained power after many years in opposition) was one of interest and of preparation, but also of a firm conviction that they would be involved in very few changes in the comprehensive system of education developed in the city over the last several years.

2. LEADERSHIP THROUGH INFLUENCE. A second feature of the way the chief education officer works has to do with the kind of leadership he is able to exercise. He has a position of considerable authority and yet, the impression gained by an observer is that that authority is only rarely used in a direct or authoritarian way. In part, of course, this may be a matter of personal style, and when the chief education officer for Bedfordshire advocates the team approach practised by his own department (Browning, 1976:34) he may be citing a purely idiosyncratic style of leadership. Whether he is or not, however, the impression is that influence rather than the direct exercise of authority is the preferred style of leadership for an education officer.

Even if the use of influence is not a preferred style, it is probably a necessary one, given the context in which the education officer works. On the one hand he has to act in the best interests of education in giving advice to his political masters whose preferences may be more extreme than can be conveniently accommodated. On the other hand he has to ensure quality education in schools and other institutions which not only have their own governing bodies, but also a strong tradition of autonomy. Kogan (1971:25) provides an interesting confirmation of this:

> Many head teachers would say that they are 'autonomous' in relation to the chief education officer . . . In the last resort this is not true. But the strength of the contrary belief indicates lack of authoritarian style, if not authority, in British administration.

3. ONE SERVICE AMONG SEVERAL. In performing his work, the chief education officer is operating only one of a number of services provided by the same local government. Since education accounts for up to sixty per cent of the local government budget, and since grants from the central government are not paid specifically for education, but as a general "Rate Support Grant" to the local government, the education officer is necessarily involved both in carefuly planning and in safeguarding the interests of the education service vis-a-vis other services.

What is particularly interesting about this aspect of his work is that it has recently been highlighted by changes in local government operation following a major reorganization of county and district boundaries in 1974. Previously the chief education officer was one of a number of chief officers, each employed by council, and each reporting through the committee responsible for his particular operation -- roads, recreation, sewage disposal and so on. In view of the size of the education service, the chief education officer was usually in the position of being primus inter pares. With reorganization, however, came also recommendations for a new style of local government operation. These recommendations, contained in the Bains report (Government Publication, 1972), and generally adopted, called for the implementation of "corporate management" in which local authorities would employ a chief executive officer as their senior public servant who would coordinate the work of all the authority's other chief officers in the interests of an integrated approach to the planning and operating of all the services provided by the authority. "Corporate management" is currently the target of vociferous and sometimes bitter attacks by many education officers. The form of, and grounds for these attacks will be examined in the following section.

CONCERNS AND ISSUES

A useful, if somewhat slick distinction may be made between the current professional concerns of education officers and the current concerns of professional education officers. The former are educational concerns, the latter organizational.

PROFESSIONAL CONCERNS

Most of the professional concerns of education officers in England at the present time strike a familiar note in the ears of Canadian educational administrators. Problems of financial restraint, of teacher unemployment and of the education of large numbers of non-English-speaking immigrant children are as immediate and pressing in England -- particularly in the major cities -- as they are in various parts of Canada. So too, are two problems of a more fundamental nature: the strong demand from some sectors of the public for an improvement in basic literacy and numeracy, and an increasing concern for a form of school governance which will permit greater parental or community involvement. An important problem of some years' standing which is unique to the English situation is that of deciding which of the multitude of permissible and feasible forms of secondary education is best suited to any given area.

Much could be written about the approaches to these problems which are being taken by educators in England, but to pursue such an analysis would be to go beyond the scope of this paper. What is relevant to the present description, however, is one important feature of the way all the concerns listed above will be ultimately addressed or resolved: even though they may be concerns which arise throughout the country, they will (unless the education service undergoes a drastic change) eventually be resolved at the local level. Whatever pressures, suggestions or recommendations may come from the national level, what is most likely to happen is that each L.E.A. will work towards its own solution. Such a way of doing things is so well established in England that it is almost a truism to note that, with the exception of two or three pieces of major legislation and some major commission reports, virtually all innovations in the system have originated in local experiments. And not only their origin, but also their diffusion has been the result of interest in their development by individual local authorities.

For the chief education officer and his staff this situation necessitates an awareness of national problems, an appreciation of the extent to which they exist locally, a detailed knowledge of local conditions and a willingness to implement local experiments. In many ways the process is one of risk-taking; risks which can only be minimized by the chief education officer's own sensitivity to what is socially, politically and educationally feasible in his own district.

What the process is not, is an acceptance of other people's solutions or a reliance on rulings from higher authority.

CONCERNS OF THE PROFESSION

Many chief education officers are worried at the present time about the new style of management which has accompanied the local government reorganization of 1974. What was probably a sense of uneasiness prior to and just after the reorganization has now become what is almost a concerted attack, and several chief education officers of national stature have begun to direct the artillery (Browning, 1976; Cooke, 1975; Fiske, 1975; Harrison, 1976).

The enemy comes in various guises. Sometimes he is addressed as "Corporate Management", sometimes as "Corporate Planning". Sometimes his main characteristic is "interference", sometimes it is "animosity", sometimes his chief fault is to associate the education service with local government which, it is claimed, has a poor reputation with the public. In whatever particular way he is presented, it is clear that what is objected to is the view of the education service as but one of several services to be coordinated by the chief executive officer of a council and, further, the assumption by such officials as treasurers and planners of a direct decision-making role in educational affairs.

The main arguments have been well presented by the chief education officer for Manchester (Fiske, 1975). He lists several arguments against the particular way in which the local government reorganization was implemented. It was, he claims, "the wrong reorganization at the wrong time". The points he raises in this connection are perhaps too specific to the English scene to be recapitulated here. In the latter part of his paper, however, he gives several reasons why, even though corporate planning in his view makes sense, corporate management to include the education service does not. Essentially these reasons fall into two categories. First there are those which relate to what Fiske sees as a very real danger that some functions important to the education service will be usurped by others who are less competent to perform them. Among his examples here are the determining of educational priorities by an all-purpose resources committee, and the making of appointments by a central personnel office, which carries the danger of being more political than when such appointments were decentralized. Second, he argues from the essential uniqueness of the education service. Here he cites three specific ways in which it is unique: the fact that "direction from the top" is alien to the education service and hence a fear that its imposition will do more harm than good; the fact that the institutions (primarily schools) have separate identities; and the difficulty of submitting the education service to quantitative measures of output often felt necessary by county treasurers and planners. The strength of feeling which is associated with the attack on corporate management may perhaps be judged from Fiske's conclusion that there are already "signs of developments within local government that could cause the educational world to seek separation" (Fiske, 1975:13).(5)

To the outside oberver the strength of the position taken by the education officers may be questionable.(6) So much of what has been written seems to refer to possibilities rather than to concrete evidence of interference. It is true that one headmaster has cited some specific examples (Barnes, 1975:13-14) (although he has not authenticated them for the reader), but a search of five months' issues of Education (Jan.-May, 1976), a journal likely to report evidence on the point, revealed no further hard evidence. For the most part, the arguments may seem reminiscent of the patient who shouts before he is hurt. The fact that the shouting patient is well-established and prestigious may simply add strength to the impression that the real cause of his discomfort is that he has never been subjected to such treatment before.

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(5) *And education officers are not without suggestions for alternatives for resource allocation and planning. See Society of Education Officers (1975).*

(6) *There are also internal dissenters. Petty (1976), C.E.O. for Kent, has attacked the implication that everything is wrong everywhere and maintains a general attack hinders a solution to specific problems which may occur.*

CONCLUSION: SOME POINTS FOR COMPARISON

The preceding description of selected facets of the world of the chief education officer will perhaps have given some support to the statement with which this paper opened. In some respects the chief education officer is like the Alberta county superintendent of schools, in some respects he is not. Judged by the size of his jurisdiction and the political nature of his environment he is more like a deputy minister. Judged by the style of leadership he uses and the nature of the institutions with which he deals, he may be more like a federal civil servant. In his concern for education and for some of its current problems he is the counterpart of the superintendent of schools.

This is to say not only that comparison is difficult, but that direct translations can be misleading. Comparisons can, however, be helpful to the extent that they relate the compared phenomena to their particular contexts, and thus permit an assessment of their transferability. Four aspects of the English scene are discussed here, not only because they are different, in most cases, from what we experience in Canada, but also because it is worth attempting to discern what, if any, lessons they may hold for us.

First, we have noted the subtleties inherent in English educational administration. The subtleties which pervade the formal structure of education in that country do not appear to have any real counterpart in the various systems of education in Canada -- certainly not in Alberta. They might be held to be peculiarly British. They are associated, however, with two other attributes which appear to be strengths of the English system. The first of these is the development of innovative practices at the most local levels. The second is the style of leadership which relies more heavily on influence than on edict. Both these attributes are discernible in Canada as trends -- the first through a trend to decentralization from provincial governments, the second through a trend towards management theories and practices which are much more consultative than was the case some years ago. In England these grow in natural soil and they are healthy, vigorous plants. The humus of tradition in these areas is lacking in many parts of Canada and the plants will need careful and sensitive nurture. They seem worth cultivating, however, for they suit the climate of the times.

Second, we have noted the recent local government reorganization in England which emphasizes that education is only one of several services collectively administered by a local authority. We have also noted the reluctance of education officers to accept some of the consequences of that emphasis. In theory corporate planning and corporate management make sense. If, in many respects, the tradition of separately constituted school boards makes the current English controversy irrelevant in Canada, there are at least two ways in which it does have relevance. The first is in the close parallel between the English system of local government and the Alberta county system. The second is an equally close parallel between corporate management in a large English county or metropolitan district and cabinet management in a Canadian provincial government. If such corporate operations are to be objected to, the English controversy indicates the need for hard data to support an articulate opposition from a united front and the need also to propose alternatives. If, as seems more rational, the corporate approach to the provision of public services is to be accepted, then it may be instructive to take heed of the pitfalls it has encountered in England.

The third aspect of the English scene which may be singled out for mention is the party political nature of the education officer's environment. Two associated features seem worth considering in the Canadian setting: first the provision of stability by the professional education officers (who are not political appointees); second, the necessity for the chief education officer to acquire a political sensitivity and to maintain a professional integrity which will earn him the confidence of all parties. It may be enough to state these as lessons for Canadian educational administrators. Even though school districts in this country are not battlegrounds of party politics, they are political and they do contain interest groups, and superintendents -- particularly in city districts -- have an increasing need for political sensitivity. At provincial levels we have recently seen changes in Deputy Minister appointments following changes of government. Whether we should have seen them is a question perhaps best answered after a consideration of the stabilizing role of the English chief education officer.

Finally, perhaps the most obvious contrast between the English chief education officer and the Alberta (of, indeed, Canadian) superintendent of schools is to be seen in the background and training of the man himself. The chief education officer has been long removed from the day-to-day work of a school. He has probably never experienced the in-school administration of anything bigger than a teaching department. Neither has he received any formal training for the large-scale administrative responsibilities he now carries. In England all this makes sense, since a common view of educational administration is that it is an activity only remotely concerned with the day-to-day work of schools and much more closely concerned with the implementation of government policies and regulations. It makes sense also because in England administration tends to be seen (traditionally, anyway) as an art, a pragmatic art in which the work of influence and compromise is best learned on the job, and for which there are in any case very few opportunities for formal training.

In Canada it would make little sense to advocate a similar kind of background experience as an exclusive training for the superintendent of schools. The traditions which support it do not exist. The recognized career pattern of a superintendent usually includes a school principalship. The provision of formal training programs in educational administration is more extensive. Even granted all this, however, there is something which might be learned from the English approach.

Although the provision of formal training in educational administration in Canada is extensive by British standards, both those who offer it and those who receive it refer not infrequently to misgivings about its value as a preparation for the day-to-day work in the superintendency. It seems increasingly to be recognized that there is a part of his work which the superintendent can only learn on the job. In the larger city systems the path to promotion does lead through a succession of jobs which constitutes some kind of an apprenticeship. In smaller districts, however, the new superintendent has often not had much apprenticeship experience at all. Serious efforts could profitably be made in this country to follow an appointments and promotions policy which ensured early and varied experience to complement the graduate education which the aspiring administrator will probably have taken.

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